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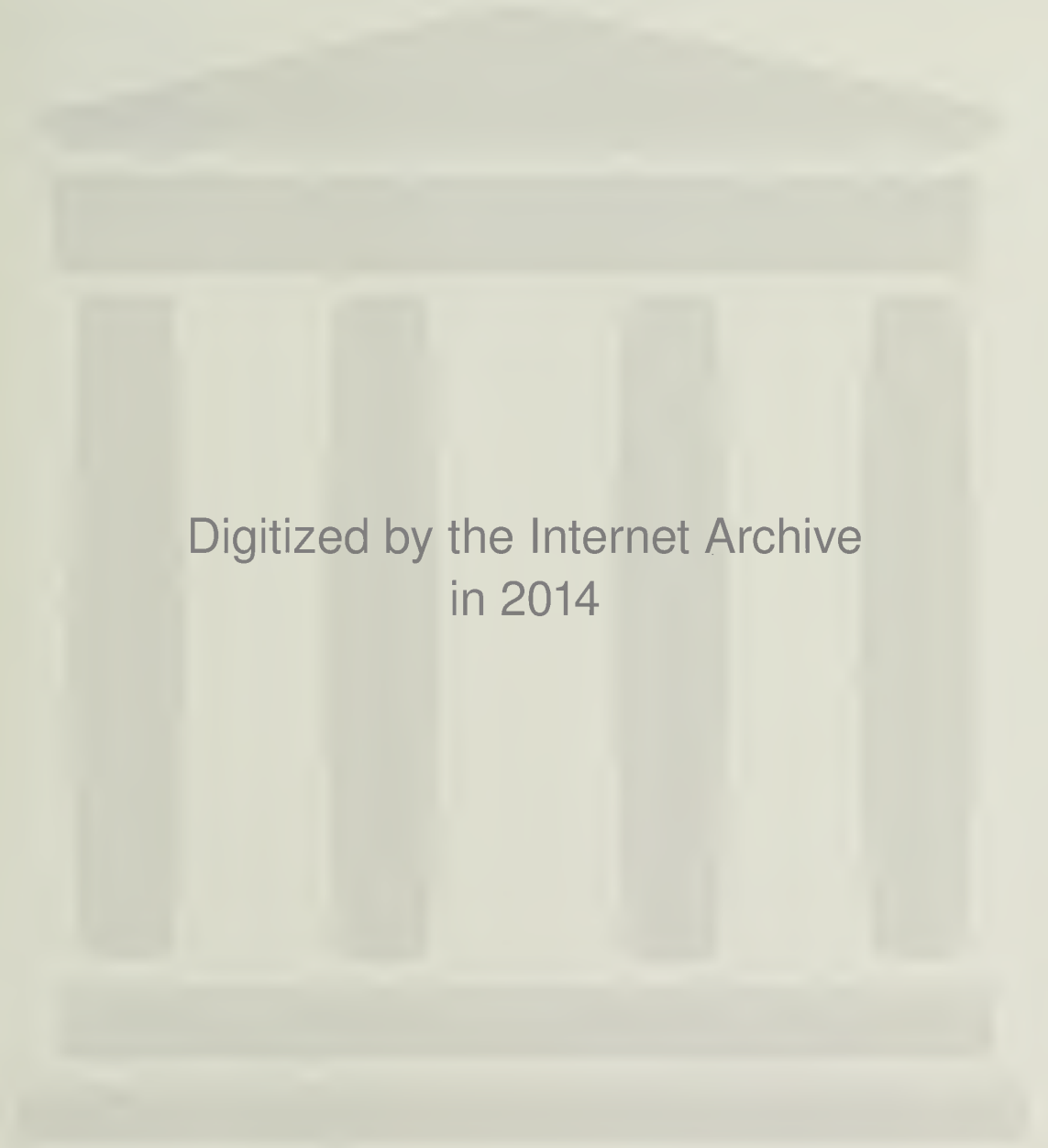

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RECREATION AND OPEN SPACE

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

THE BAY REGION

OBJECTIVE 1

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

POLICY 4

Coordinate with existing regional park districts, open space agencies, private sector and nonprofit institutions to acquire and manage a regional greenbelt.

CITYWIDE SYSTEM

OBJECTIVE 2

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

POLICY 2

Preserve existing public open space.

POLICY 3

Preserve sunlight in public open spaces

POLICY 4

Gradually eliminate non-recreational uses in parks and playground and reduce automobile traffic in and around public open spaces.

POLICY 5

Preserve the open space and natural historic, scenic and recreational features of the Presidio.

POLICY 6

Make open spaces accessible to people with special needs.

POLICY 7

Acquire additional open space for public use.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods and ties into the regional hiking trail system.

POLICY 9

Maintain and expand the urban forest.

POLICY 10

Develop a master plan for Golden Gate Park.

POLICY 11

Develop McLaren Park into a high quality, city serving park.

POLICY 12

Expand community garden opportunities thoughout the City.

SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

POLICY 2

Maintain and improve the quality of existing shoreline open space.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

POLICY 5

Provide new public open spaces along the shoreline.

NEIGHBORHOODS

OBJECTIVE 4

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 1

Make better use of existing facilities.

POLICY 2

Maximize joint use of other properties and facilities.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

POLICY 4

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

POLICY 5

Require private usable outdoor open space in new residential development.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

POLICY 7

Provide open space to serve neighborhood commercial districts.

RECREATION AND OPEN SPACE

INTRODUCTION

The Plan for Recreation and Open Space is composed of several sections, each dealing with a certain aspect of the City's recreation and open space system. The Plan sections are (1) The Regional Open Space System, (2) The Citywide Open Space System, (3) The Shoreline, (4) The Neighborhoods, and (5) Downtown. Some aspects of the sections are interrelated, they should be read together to more fully understand the whole plan.

The Citywide System

San Francisco can achieve an outstanding recreation and open space system. We have a legacy of many fine parks and opportunities, and the potential for significant new ones.

In the last century, far-sighted San Franciscans reserved large sections of undeveloped land for parks. Golden Gate Park was created out of sand dunes. Nearly half of the City's shoreline was preserved in parkland and military forts, and many parks have been created on the City's hilltops.

The Open Space Acquisition and Park Renovation Fund, created in 1974, has provided much-needed funds to acquire and develop many new parks, as well as to renovate and maintain parkland and recreation facilities throughout the City. However, this funding source will expire, and another mechanism is needed in order to accomplish many of the Element's objectives and policies.

Maintaining the City's existing open space system is a continuing challenge. Maintenance continues to be a problem due to rising costs and limitations on staffing and equipment. In addition, many of the parks are old and both park landscapes and recreation structures are in need of repair or renovation. Heavily used parks and recreation facilities require additional maintenance. However, the number of recreation facilities has increased and their use intensified, often without a corresponding increase in the budget necessary to maintain facilities and offer the desired recreation programs.

Opportunities to acquire new parkland and develop much needed recreation facilities are limited due to the scarcity and high cost of vacant land. Existing facilities therefore represent a major city resource. The degree to which the City maintains the quality of its recreation facilities and open spaces will in large part determine the desirability of the City as a place to live.

The Shoreline

The shoreline holds the greatest potential for new parks. The western and northern shorelines are primarily undeveloped, and have been retained largely as public open space. The eastern shoreline is largely developed and devoted primarily to maritime and industrial uses, some of which are obsolete or underutilized. But development pressures are mounting. In the years ahead, changing land use patterns will create opportunities to improve access to the shoreline, and provide new parks along the Bay.

The Neighborhoods

Although San Francisco's neighborhoods have remained relatively stable, the demographics of the City's population are changing in ways that effect the demand for recreation and open space resources. For example, many of the City's seniors as well as a large number of children live in downtown areas and neighborhoods with few recreation facilities. Similarly, a large number of the City's low-income residents tend to be concentrated in high density districts with little access to private or public open space. In general, these are the groups with limited mobility and therefore little access to recreation and open space resources outside their neighborhoods.

Access is a key factor in park utilization. If people can not get to parks easily, their recreational value is reduced. Every San Franciscan should be served by a park within walking distance of their home.

San Francisco has over one hundred parks and recreation facilities which function mainly for neighborhood use. While the number of neighborhood parks and facilities is impressive, they are not well distributed throughout the City. Over the years there were more opportunities to build new parks in the less developed parts of the city. The older, more densely populated areas contained few sites suitable for parks, and those which were available in built-up areas tended to be more costly compared to land in outlying areas. The result has been an unequal distribution of facilities throughout the City. The inequality merits correction where neighborhoods lacking parks and recreation facilities also have relatively high needs for such facilities.

Downtown

The downtown holds special problems and opportunities for open space. Here, appropriately designed and managed open space is particularly important, both to provide spaces for people to interact, and also to provide visual relief for intense development. However, the high cost of land downtown has limited provision of public parkland and open space, and the economics of office development has favored full site utilization; together, these factors have limited the amount of open space for public use. A combined public and private effort is required to create attractive, sunlit open spaces downtown, as part of new building projects as well as the addition of new public parks.

Regional Open Space

Fortunately, San Francisco does not have to rely entirely on the recreation and open space system available within its borders. It can benefit from the regional open space system, composed of public and privately-owned open space. Public park and open space agencies manage a significant area devoted to public open space uses. The East Bay Regional Park District manages lands in Alameda and Contra Costa counties. The National Park Service manages the Point Reyes National Seashore and the Golden Gate National Recreation Area, in Marin, San Francisco, and San Mateo Counties. State park and recreation areas are scattered throughout the region. In addition to property managed as regional parkland, water and utility districts preserve and manage thousands of acres of watershed lands throughout the Bay Area. In addition to large amounts of publicly-owned open space, a large percentage of private lands throughout the Bay region are retained as open space and managed as vineyards, orchards and ranch land.

While the accomplishments in retaining land as open space in the region are significant, they do not satisfy the region's long term open space needs. In a rapidly developing region with a myriad of legal jurisdictions, there is no single entity to resolve conflicts between growth, development, and open space preservation. Without a single agency with the power to raise money and preserve open space land uses, it will be difficult to preserve an adequate amount of open space for the future. Until such a regional agency is formed, the City will have to coordinate its planning efforts with other open space planning agencies throughout the region.

OBJECTIVES AND POLICIES

THE BAY REGION

OBJECTIVE 1

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

The Bay Area has developed to the point where an extensive regional open space system is needed. Such a system should preserve undeveloped or predominantly undeveloped land or water area which has value for 1) conservation of land and other natural resources, 2) recreation and park land, 3) historic or scenic purposes, 4) controlling the location and form of urban development, and 5) agriculture.

Areas which should remain in open space because they have one or more of these characteristics have been identified in the Association of Bay Area governments (ABAG) Regional Plan and the Bay Conservation and Development Commission (BCDC) Bay Plan. Some areas include major natural features of the region such as coastal plains, beaches, portions of the Bay and its shoreline, vineyards and grazing lands, or forests. Other areas have been designated as open space because of the natural resources they contain, or because of their proximity to urbanizing areas. Taken together, the areas designated in these plans provide a sound basis for developing a city-centered metropolitan region surrounded by a comprehensive system of open space. As additional plans are completed for the coastline and other areas, they should be used as a basis for acquiring open space.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

Unlike urban parks, which usually are man-made, regional open spaces often encompass delicate ecological systems which are strained when subjected to intensive recreational use. Since natural open spaces are not easily obtained in the city, it is in San Francisco's interest that new regional parks are acquired as needed and that existing open spaces are not over loaded or environmentally damaged. The city also has a special interest in seeing that the regional open spaces acquired supplement the types of recreation offered in the city.

In general, recreational activities in regional open spaces should be oriented around the natural qualities of the area. Natural site characteristics should be the primary determinants of the types of recreational activities allowed. Construction should be limited to facilities which support these activities. Fire and access roads and parking facilities or other necessary improvements should be designed for minimal environmental impact. Use of the automobile should be carefully limited. In most cases, the automobile should be relied upon for initial access only; for internal circulation, emphasis should be on foot trails or some form of public transit. However, vehicular access should be permitted in appropriate areas, when required by senior citizens and handicapped individuals. When supporting facilities are required, they should be thoughtfully designed, inconspicuous, and in keeping with the surrounding environment.

POLICY 2

Make open space lands already in public ownership accessible to the public for compatible recreational uses.

The City and County of San Francisco owns over 60,000 acres of open space lands in San Francisco, Alameda, Contra Costa and San Mateo Counties. These lands are managed as watershed lands and serve as the city's major water source. Because of the need to protect water quality and the filtration capability of the existing system, the watershed property has not been open to large-scale public recreational use.

Public access should be provided by the San Francisco Water Department to portions of its watershed lands which have high recreational value, subject to restrictions required to protect water quality and water production, rare and endangered plant and animal species, and preserve wildlife habitats, archaeologic, and natural resources.

Future leases and lease renewals on watershed lands should be consistent with protection of existing natural values. Watershed lands should be managed to limit potential fire and erosion hazards. Access should be consistent with the legal rights of existing tenants, and with the intent of existing scenic and recreational easements. If San Francisco Water Department property becomes surplus, appropriate land areas should be dedicated for use as public open space.

POLICY 3

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs, improving public transit service to parks and creating bike and hiking trails.

Many state and national parks are located a considerable distance from densely populated urban areas. Automobile access is usually required. Most of these parks are excellent for vacations, but they are often impractical for weekend or day use.

While overloading parks should be avoided, cost or inconvenience should not in itself exclude people from parks. Rather, user costs should be held low, accessibility improved, and new regional parks located close to cities. At the same time access is made easier, recreational activities in parks should be carefully managed to prevent overuse and environmental damage.

Public Transit

Improved public transit is key to increasing the accessibility of regional parks. Frequent and convenient transit service will make it easier for people who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce the impact of the automobile on the natural landscape. Transit can also be used to shift demand from crowded parks to lesser known facilities.

Bicycle Trails

A regional bikeway system should be developed for the San Francisco Bay area to provide for more recreational transportation throughout the Bay area and to regional open space areas. The bicycle can provide another alternative to the automobile for access to regional open space areas at minimal cost without adverse effects on the community or open space. Creation and maintenance of a safe and convenient bike route system would also foster bicycling as a recreational activity. Bike trails that tie population centers to regional parks and open space are particularly appropriate.

Creation of a shoreline trail and route system circling the bay, and bicycle routes on the major regional ridgelines should be given high priority for implementation in the years ahead. The potential for developing exclusive recreational bicycle trails along stream corridors, the ocean, and abandoned rail rights of way throughout the region should be investigated. The City should work with other local municipalities, public agencies and interested private organizations and individuals to develop a comprehensive regional bicycle trail system for the Bay area.

The City's bicycle trail system, identified in the Transportation Element of the Master Plan, should tie in with the regional bicycle trail system. Better linkage is needed between the City's bike routes and suggested regional bikeway trails. A safer and more convenient connection with the regional bike route at the Golden Gate Bridge concourse could result in increased bike ridership to Marin and the North Counties. Better linkage is also needed along the Great Highway or other routes to meet the South San Francisco and Peninsula bike routes.

Provision for Bicycles on Transit

Better coordination with regional public transportation networks could increase potential bicycle usage with little public expenditure. The Bay Area Rapid Transit (BART) system already permits bicycles on the system during non commute hours. Brochures or maps that provide information about and directions to nearby parks and regional open space should be available at outlying BART stations. Bicycle racks should be added to bus carriers that serve regional parks as a primary destination. Provision of bicycle racks on buses serving these routes would provide recreational bicyclists with better access to regional parks and open space.

Regional Hiking Trails

Hiking trails can provide pedestrian access to regional parks and open spaces, and link these to communities throughout the region. The East Bay Regional Park District has been creating and developing hiking, bicycle and equestrian trails to link some of the regional parks within their jurisdiction. A hiking trail system of this type should be created or extended throughout the region. Convenient linkages between the Bay Area regional hiking trail system and the San Francisco urban trail system should be created.

National Historic Trail

In 1775, the Spanish explorer Juan Bautista De Anza set out northward on an overland expedition from Sonora, Mexico, through Arizona and California to the San Francisco Bay Area. The National Park Service is working with other public agencies and private groups to establish the De Anza National Historic Trail. The City should coordinate work with these groups to designate a trail route within the City and Country of San Francisco that follows the route of the De Anza Expedition as closely as possible. The City should encourage installation of trail markers, and provision for a route map and public information to enhance public use and enjoyment of the trail.

POLICY 4

Coordinate with existing regional park districts, open space agencies, private sector and non-profit institutions to acquire and manage a regional greenbelt.

Public agencies and private organizations and individuals are working to maintain open space in the Bay Region. These bodies include the Federal Government, the State of California, a multitude of local governments, several sub-regional open space agencies, as well

as public nonprofit organizations and private landholders. Preserving a regional open space system is beyond the scope of the seventy-odd local governments in the nine county Bay Area. Valuable open spaces cross city and county lines and individual municipalities have neither the regulatory powers nor the funds to retain them. Preservation of such spaces will depend upon regional action.

Ideally, regional open space should be handled by a regional agency with the authority to 1) enact an official regional plan and have temporary permit powers over all open spaces of regional value until the plan is adopted, 2) acquire open space through the eminent domain process, and 3) raise money to purchase, manage and develop the regional open space system through methods such as grant application and taxation.

Until a regional open space agency is formed, the City should facilitate efforts of existing agencies and organizations working toward regional open space goals. The City should encourage and work with these groups to secure additional land for open space retention and management, and to maintain existing open space areas in their current undeveloped open space status. The city should also support use of selected areas of open space lands within its jurisdiction for appropriate recreational uses.

CITYWIDE SYSTEM

OBJECTIVE 2

DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

Public open spaces serving the entire city offer a variety of opportunities to city residents and visitors alike. Unlike neighborhood facilities which aim at a basic level of service in every community, city serving facilities tend to be larger and provide specialized programs, activities or recreation opportunities. Because of this specialized nature of city serving open spaces, diversity and balance are important objectives.

Golden Gate Park is the keystone of the citywide system because of its size and the specialized landscape elements and recreational opportunities available within it. Other highly visible landscaped city parks, hilltop open spaces, waterfront parks and plazas are also important elements in the citywide system. Although primarily undeveloped at present, John McLaren Park because of its size has the potential of becoming a major component of the citywide system.

All parts of the citywide system should supplement each other by providing a wide choice in recreational activities. New facilities should not duplicate services offered in other city serving parks unless demand for some facilities warrants duplication to prevent overcrowding at existing locations. As new program and facilities are proposed, their locations should be selected to correct any imbalance resulting from popular attractions located in a few open spaces. Landscaping and capital improvements projects, over and above those required to maintain the existing system, should be aimed at improvements which will make certain spaces or programs more attractive so that overload may be eased.

A balance should be maintained between city serving and neighborhood facilities. Although modest expansion of the citywide system is called for in this plan, particularly on the shoreline, this expansion should not be achieved at the expense of neighborhood facilities and programs. Resources should be allocated in such a way that citywide and neighborhood facilities are maintained at an equally high level.

Achieving a balanced and diversified citywide recreation system also depends on citizen participation. Just as neighborhood groups help determine what programs and activities are to be offered in neighborhood facilities, so should citizens play a major role in determining additions, improvements, and changes in the citywide system.

POLICY 1

Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

There are two components to this policy. The first is that there should be enough public open space in total to serve the City's population. The second is that public open space should be evenly distributed throughout the city so that people do not have to travel too far to reach them.

The San Francisco Recreation and Park Department currently owns and manages over 3,300 acres of open space. In addition, the State owns approximately 171 acres at Candlestick Point State Recreation Area, and the Federal Government owns approximately 619 acres, which is managed by the National Park Service as part of the Golden Gate National Recreation Area (GGNRA). This open space is shown in Map 1.

The City, State and Federal property permanently dedicated to open space uses total approximately 4,090 acres, or 5.5 acres per 1,000 San Francisco residents. This is about half the standard of National Park and Recreation Association (NPRA), which calls for 10 acres of open space per 1,000 population in cities. Given the City's existing development patterns, high population density, and small land mass (28,918 acres), the NPRA standard will not be possible to achieve within the City limits. Nevertheless, to the extent it reasonably can, the City should increase the per capita supply of public open space within the City.

About half of the City-owned acreage is composed of a few large open space areas which are used by residents throughout the City. The other half is made up of smaller open spaces which are distributed throughout the City and used by residents of the area surrounding the open space.

Although taken as a whole, the City's open space is generally well distributed, some parts of the City have deficiencies. The City should work toward eliminating these deficiencies and improving the distribution of open space throughout the City.

PUBLIC OWNERSHIP OF EXISTING OPEN SPACE

Map 1

CITY OWNERSHIP

- Recreation And Park Department
- Other City Departments

STATE OWNERSHIP

- Candlestick Point State Recreation Area
- Other State Property

FEDERAL OWNERSHIP

- Golden Gate National Recreation Area (GGNRA)
- Other Federal Property

Note:
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

The "neighborhood service area" concept is key to providing equitable distribution of public open space. The "neighborhood service area" is based on the distance most prospective users from adjacent neighborhood areas are willing to walk to reach an open space. The neighborhood service area varies by the size and type of open space and the nature of the surrounding topography.

Depending on its size and features, the space may accommodate organized field sports and other forms of active recreation, more passive recreational pursuits, or a combination of activities. These features may attract different user groups from the service area. Preschoolers, school age children, teenagers, adults, and senior citizens are the user groups which are relevant for planning purposes.

A large public open space with many features generally has a larger service area than a small one. However, in some instances, a small but well designed and maintained open space or one offering specialized programs may serve people travelling from a greater distance than a larger open space with less desirable features.

Depending on their size and the facilities they offer, open spaces can be categorized as city-serving, district-serving, neighborhood-serving, or subneighborhood-serving.

City-Serving Open Spaces

City-serving open spaces vary in size, from small areas with unique features to large parks. Examples include Golden Gate Park, Twin Peaks, and John McLaren Park. City-serving open spaces exist throughout the City. Characteristically, they contain unique features which may include forested areas, fields and open landscapes, water features, and vista points. They may also contain facilities for specialized active recreation requiring large areas, such as for day camp, golfing, boating, horseback riding and bicycling.

Because of the size or specialized nature of city-serving open spaces, they may attract people from the entire city and beyond, who come by car or public transit. City-serving open spaces that have facilities such as playfields, recreation centers, playgrounds and totlots may also be heavily used by nearby neighborhood residents who walk to the space.

Neighborhood area within one half mile of a city-serving open space are considered to be within its neighborhood service area. This is about a ten minute walking distance.

Hilltops and shoreline open space are categorized as city-serving open space because of their unique locations. However, because these types of open space offer specialized and more limited recreation options, they are assigned a smaller neighborhood service area.

District-Serving Open Spaces

District-serving open spaces are usually larger than ten acres, and serve more than a single neighborhood or community. They usually contain playfields and recreational facilities for active use. The playfields are designed primarily to accommodate students and adults, and provide facilities for organized team sports. District-serving open spaces may also include indoor recreation facilities for swimming, basketball and other active, as well as more passive, pursuits.

Neighborhood areas within 3/8ths of a mile of a district-serving open space are considered to be within its neighborhood service area. This is about a seven and a half minute walking distance.

Neighborhood-Serving Open Spaces

Neighborhood-serving open spaces primarily serve a single community or neighborhood and are usually one to ten acres in size. Preferably their minimum size is four

to five acres to afford a variety of landscape and recreation experiences. They are usually landscaped, contain areas of scenic interest that are natural or man-made, and provide for passive and/or active recreational pursuits, not requiring organized programs.

Neighborhood-serving open spaces are generally designed to accommodate all user groups, from pre-school through seniors. They usually have playground areas containing a playlot, apparatus area and turf play area. They may also contain playfields and/or athletic facilities to accommodate school age students as well as adults. However, some squares, plazas, hilltop and shoreline open spaces also act as neighborhood serving sites.

Neighborhood areas within one-quarter of a mile of a neighborhood-serving open space are considered to be within its service area. This is about a five minute walking distance.

Subneighborhood-Serving Open Spaces

In most cases subneighborhood-serving open spaces are less than one acre in size and are used primarily by people from the immediately adjacent area. In these small spaces, which are often called mini parks, athletic facilities are usually not available. They frequently include a totlot or playground. Totlots are designed primarily for children of pre-school age and may contain a sandbox, play apparatus, and sitting areas for adults. Playground facilities are designed primarily for children of elementary school age and contain a playlot, apparatus area, turf play area, as well as areas for active sports, games and landscaped parklike areas. They also generally provide a small landscaped space with seating areas for all users to enjoy. Neighborhood areas within one-eighth of a mile of a subneighborhood-serving space are considered to be within its service area.

Open Space Distribution

Existing public open spaces and their neighborhood service area boundaries, which have been adjusted to take into account the surrounding topography, are shown on Map 2. Neighborhood areas that fall outside these service area boundaries are not adequately served by public open space.

POLICY 2

Preserve existing public open space.

San Francisco's public open space system is fairly extensive. It ranges from large parks to undeveloped street rights-of-way. Much of the system is under the jurisdiction of the Recreation and Park Department. In addition to this land, a significant portion of the public open space in San Francisco is only informally part of the city's park and recreation system. This open space is

PUBLIC OPEN SPACE SERVICE AREAS

Map 2

EXISTING PUBLIC OPEN SPACE

OPEN SPACE SERVICE AREA
Areas within acceptable walking distance

Note:
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

Open Space Category	Size in Acres	Service Area Radius in Miles
Citywide	varies 1–1000	1/2
District	over 10	3/8
Neighborhood	1–10	1/4
Subneighborhood	less than 1	1/8

held by a number of public agencies and is also either used for recreation or appreciated for its natural qualities, but is neither a public park for a playground. Open Spaces in this second category include shoreline land owned by the Port of San Francisco, certain reservoirs, grounds of public institutions, forts, land for slope and view protection, roadway landscaping, alleys, dedicated public walkways and undeveloped street rights-of-way. Open spaces such as these are a very important part of the city's open space system. They supplement playgrounds and parks and are a major visual asset.

Development sometimes threatens public open spaces regardless of whether or not it is a formal part of the City's system. While few public open spaces have been lost in their entirety to other uses, almost all public open space at one time or another has been viewed as a source of vacant land for new construction. The shortage of vacant sites and the intensity of development in San Francisco produce pressures on the city's public open space. These same factors generate considerable demand for open space and leave few opportunities to expand the open space system. Consequently, it is essential that the City preserve the public open space which remains.

Despite general agreement on the need to preserve public open space, over the years developments may indeed be proposed on public land designated as open space in this plan. It is anticipated that the most persuasive arguments in favor of development will be based on the "public value" of the proposed development. The public value will differ among proposals, and a determination, of this value as compared with the value of open space will be difficult. In order to assist in this determination, four types of potential development proposals have been identified. If proposals for these types of development occur, the following policies should be applied:

Nonrecreational Uses

Proposals for nonrecreational uses in public parks and playgrounds may arise in the future. Some may be for public facilities such as parking garages, streets and buildings, and for private or semi-public facilities. Development of this kind in parks and playgrounds should, without exception, be prohibited.

Recreation and Cultural Buildings

Many San Francisco neighborhoods need more gymnasiums, swimming pools and other indoor facilities. Citywide recreation and cultural facilities also require new buildings and room to expand. The scarcity of sites and the high cost of land, together with the recreational nature of such facilities, make parks and playgrounds frequent candidates as sites for recreation and cultural buildings.

This situation is often in conflict with the need to retain outdoor open space. The value of parks and playgrounds in a highly developed city like San Francisco is immeasurable. San Francisco's neighborhoods are densely populated, and many residents have no access to open spaces other than that provided by the City. Even in those areas with private yards, city parks make neighborhoods more livable. San Francisco's parks and playgrounds are a great asset to the City. Building in them results in a loss of open space which can rarely be replaced.

The City's policy should be made clear: where new recreation and cultural buildings are needed they should be located outside of existing parks and playgrounds. When new indoor facilities are needed, the City should allocate funds for land acquisition as well as for construction. Outdoor space in parks and playgrounds

should not be diminished except in a few unique cases such as the Zoo, which requires special indoor facilities, and John McLaren Park, which is underdeveloped and may provide a good site for new recreation facilities designed to relieve pressure on overused facilities.

This policy is not intended to disregard the importance of indoor recreation facilities. It is recognized that a properly balanced system combines both indoor and outdoor spaces and programs. San Franciscans, however, should not be put in the position of developing indoor facilities at the expense of valuable outdoor open space and the amount of outdoor open space in parks and playgrounds should not have to be reduced in order to avoid buying land for new indoor recreation or cultural facilities.

Proposals for additions to existing recreation and cultural buildings in parks and playgrounds should be evaluated by the same process as that outlined below for supporting facilities. Additions to cultural and recreation facilities should be limited to the existing footprint and to that which can be accommodated on the site without creating a negative impact on the surrounding area by reason of excessive height and bulk. A goal of planning should be to limit the size of any necessary additions. Additions should be limited primarily to publicly accessible recreational and cultural uses, or facilities which directly support them. Alternative locations for non publicly accessible functions should be carefully explored. When additions are planned, careful planning should limit the size of the required enlargement.

Supporting Facilities

Many of the sites designated for open space in this plan are under the jurisdiction of public agencies other than the Recreation and Park Department and are intended primarily for public uses other than recreation. Here open space use is secondary to the prime use. Examples are: underdeveloped street rights-of-way, property on or adjacent to reservoirs and grounds of public institutions.

In these cases it is anticipated that requests for supporting facilities of various types may arise. These proposed facilities may be necessary to perform the public function of the particular agency holding the land designated as open space. In order to provide a basis for a decision in these cases, the agency proposing the supporting facility should make public the following material:

- Information demonstrating that the facility proposed is necessary to provide the public service of the agency holding the site in question;
- Sufficient proof that alternative sites have been studied and that the proposed facility can be located only on the site in question;
- A study which assesses the effects of the proposed facility on the site in question and on the surrounding neighborhood.

Since the purpose of the policy is to preserve public open space, the city should not approve projects which are not demonstrated to be necessary by the information submitted, nor should it approve projects whose effects have not been thoroughly assessed. Approval should be based upon the information submitted and on conformity of the project with the Master Plan. Upon approval, the city may request the agency to meet certain design criteria and performance standards which insure such conformity.

Surplus Public Land

Occasionally public agencies find some land surplus to their needs. When public land becomes surplus to one public use, the Master Plan states that it should be reexamined to determine what other uses would best serve public needs. The Master Plan gives priority to direct public uses that meet either immediate or long-term public needs. One of these uses is open space.

In cases where the land that is declared surplus is designated as open space in this plan, the policy is clear: open space should take priority over other public uses. In cases where surplus land is not designated for open space, the site should be evaluated on a case by case basis for its usefulness for a number of public or public serving uses, including open space. Where necessary and desirable, jurisdiction of surplus land which meets open space criteria, such as land with high natural, recreational, or open space values, should be transferred to the Recreation and Park Department.

Natural Areas

Several open spaces within the City contain areas that are relatively undisturbed and remain in a nearly natural state. They include natural areas within Golden Gate Park, forested areas, grassy open fields and hilltops, and

mud flats, beaches and sand dunes, as well as fresh water lakes. These areas support the more common indigenous flora and fauna and may provide habitat for rare or endangered species. These natural areas should be identified and protected from change that would alter the habitat, or promote growth of non-native species. Native plant habitats should be preserved and efforts undertaken to remove exotic plant species from these areas.

POLICY 3

Preserve sunlight in public open spaces

Solar access to public open space should be protected. In San Francisco, presence of the sun's warming rays is essential to enjoying open space. This is because climatic factors, including ambient temperature, humidity, and wind, usually combine to create a comfortable climate only when direct sunlight is present. Therefore, the shadows created by new development nearby can critically diminish the utility of the open space.

This is particularly a problem in downtown districts and in neighborhoods immediately adjacent to the downtown core, where there is a limited amount of open space, where there is pressure for new development, and where zoning controls allow tall buildings. But the problem potentially exists wherever tall buildings near open space are permitted.

Properties under the jurisdiction of the Recreation and Park Department or designated for acquisition are now protected by a Charter amendment. It restricts the issuance of building permits authorizing construction of any structure exceeding forty feet ion height that would shade these properties from between one hour after sunrise to one hour before sunset, unless it is determined that the impact on the use of the space would be insignificant.

A number of other open spaces are under the jurisdiction of other public agencies, or are privately owned and therefore not protected by the Charter amendments. These spaces should be given other forms of protection to assure they are not shaded during the hours of their most intensive use.

POLICY 4

Gradually eliminate non-recreational uses in parks and playground and reduce automobile traffic in and around public open spaces.

Nonrecreational Uses

The City should gradually eliminate nonrecreational uses in its public open spaces. In the past parks and playgrounds have been used as sites for public facilities such as libraries, fire and police stations, sewer plants and schools. Undoubtedly, the public need for them was great at the time of their construction and many are still essential. But as nonrecreational facilities such as these become obsolete, the City is faced with the decision to renovate them or to relocate them altogether.

In cases where it is possible to provide services elsewhere, it should be the City's policy to eliminate nonrecreational uses in parks and playgrounds, demolish the facility and return the site to open space use. If the facility can be successfully converted to recreational use, then reuse could be an alternative to demolition. The City should not, however, permit the reuse of such facilities for other nonrecreational purposes. The same policy should apply to the reuse of obsolete recreational facilities.

In cases where it is not presently possible to provide services elsewhere, the City should simply maintain the facility and not permit its expansion.

Automobile Traffic

Roads in and around San Francisco's public open spaces are used both by through traffic and by people enjoying the parks. As demand for each intensifies, the conflict between the two uses grows. This conflict should be resolved in favor of open space users because heavy or fast traffic endangers pedestrians, cuts access to open space, damages plant life and reduces the pleasure of being in the open space. The following methods of reducing traffic in and around public open space are consistent with the urban design and transportation elements of the Master Plan and should be applied where possible:

- Discourage nonrecreational travel in and around public open space by diverting through traffic from open space roads onto major and secondary thoroughfares located at sufficient distance from major open space.

- Reduce the capacity of roads in public open spaces and redesign existing roads for leisurely, scenic driving. Permit continued use of existing roads for recreational driving where it does not limit pedestrian use and enjoyment.

- Close off roads to automobiles on a part-time basis in order to return open spaces to recreational use. Expand into full-time street closing where possible. Increase weekend street closings for use by pedestrians and bicyclists.

- Prohibit construction of new roads and parking lots in developed public open spaces.

- Encourage walking, and the use of bicycles and public transit for recreational travel.

POLICY 5

Preserve the open space and natural historic, scenic and recreational features of the Presidio.

The Army's military mission in the Presidio is important to the city's economy, as it is to the nation's security. A number of the Presidio's structures are physically and/or functionally obsolete and need to be replaced. The City should support the Army in its efforts to provide modern facilities for its troops and their dependents. At the same time appropriate actions should be taken to preserve open space and enhance the unique historic, scenic and recreational qualities of the Presidio.

The Presidio is among the most important and historic open spaces in the City. Some of the Presidio lands are managed by the U.S. Army and some by the National Park Service as part of the Golden Gate National Recreation Area (GGNRA) or the Fort Point National Historic Site. Both the National Park Service and the Army are responsible for preserving the Presidio's natural setting, and protecting against development that would destroy its scenic beauty and natural character. The Presidio is shown in Map 3.

Much of the area under the jurisdiction of the U.S. Army is maintained as open space, a substantial part of which is accessible to the public. Most of the shoreline area has been transferred to the National Park Service. As mandated by the terms of the enabling legislation, jurisdiction of a 10-acre area just east of Long Avenue, currently being used as a motor pool and storage area, should be transferred to the National Park Service to be managed as part of Fort Point National Historic Site. If the Coast Guard station is closed and its function relocated, this property should also be transferred to the GGNRA.

Because of its proximity to the GGNRA and sensitive shoreline resources, the area north of Old Mason Street should be maintained as open space. As opportunities present themselves, developed areas within the shoreline zone should be converted to open space use by relocating existing buildings and uses to other developed areas.

Large portions of the Presidio, including the historic parade ground, have been developed as surface parking lots, much of it for commuters working in the Presidio. The Presidio should develop a transportation management program to expand use of transit, carpools and vanpools, and to reduce the amount of needed parking. Needed parking should be converted into parking structures wherever possible.

The following guidelines should apply to new development and land use changes in the Presidio:

1. No new structures should be built that would adversely affect the scenic beauty and natural character of the Presidio.

THE PRESIDIO OF SAN FRANCISCO

Map 3

SHORELINE ZONE
Shoreline Guidelines Apply

NATIONAL PARK SERVICE JURISDICTION
Open Space Area

••••• PROPOSED SHORELINE TRAIL

U.S. ARMY JURISDICTION

Open Space Area

Developed Area

Area Recommended For Transfer To National Park Service

2. No additional housing units should be constructed in the Presidio.

3. Except for expansion of facilities of Letterman General Hospital and Western Medical Institute of Research, new construction should be limited to replacement of existing structures with an improvement of similar size.

4. New construction should occur only within the existing developed areas with one possible exception. In order to create more open space for public use in developed areas in the shoreline zone, existing structures in the shoreline zone could be removed and replaced in an existing open space area with less public use potential, if such replacement would not result in the degradation of the Presidio's overall scenic beauty and natural character.

5. The Presidio shoreline should be developed as stated in Shoreline Policy 5 of this Plan, and development should be subject to shoreline guidelines as stated in Shoreline Policy 1.

6. Historic structures and sites should be preserved. The Presidio has been declared a National Historic Landmark and 300 historically significant structures have been identified.

7. A mixture of naturalistic grassland and forest should be maintained in existing open space areas. The Presidio's forestry management plan should promote a balanced approach to maintenance of the forest resource and restoration of the native vegetation communities.

8. The recreation trail system should be maintained and improved. The system should include well designed and marked hiking and bicycle trails through the Presidio. Points of historic interest should be marked. A shoreline trail should link Seacliff with the Marina.

POLICY 6

Make open spaces accessible to people with special needs.

The City should ensure that public open spaces are accessible to all San Franciscans, including persons with special recreation needs. These may include seniors, the very young, people with disabilities. In order to achieve this policy, park and recreation facilities should be planned and programmed for people with special recreation needs in mind.

Recognized design standards for the disabled should be reviewed and employed for all construction in order to facilitate use and enjoyment by persons with disabilities. Design standards for the elderly, and for young children should also be employed to accommodate the specific needs of these user groups. In all new construction, facilities should be constructed consistent with the appropriate design standards. Similarly, as parks and facilities are renovated, these same design standards should be applied. Facilities which do not meet the standards should be identified and necessary modifications should be programmed as priority items, and implemented as funds become available.

Special recreation programs are also needed for groups and individuals whose particular recreation needs are not ordinarily met at existing facilities, or in existing programs. Some facilities and programs are now available. As new or extended programs are offered, additional professionally trained staff and facilities may be required. In addition, transportation programs may be required to bring individuals and groups with special needs to the facilities.

POLICY 7

Acquire additional open space for public use.

San Francisco already has an extensive system of public open space owned by the Recreation and Park Department, other City agencies, and the State and Federal government. Nevertheless, additional public open space is needed in certain areas and should be acquired and/or developed for public use and enjoyment. These areas are shown on Map 4. The Shoreline section of this Plan identifies areas along the shoreline, particularly on the eastern waterfront, which should be made into usable public open space. The Neighborhood section of the Plan discussed some specific sites and some general areas where additional public open space is needed but where specific sites have not been identified. Similarly the Downtown section of the Plan discusses where additional open space is needed.

In some cases, a parcel or parcels indicated for acquisition may be in active use. In those cases, acquisition may be delayed until change in use or tenancy occurs, or the property could be acquired and leased back to the user

CITYWIDE RECREATION & OPEN SPACE PLAN

Map 4

EXISTING PUBLIC OPEN SPACE

Retain Outdoor Open Space, Preserve Natural Qualities, And Where Appropriate Convert To Public Recreational Use

PROPOSED PUBLIC OPEN SPACE

Acquire For Or Convert To Public Open Space

Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

until development for open space use would be beneficial. In this way, public ownership of properties identified in this plan could be assured while limiting financial impacts to current property owners or tenants.

Priority should be given to acquiring sites which are threatened by development. An application to develop a privately owned site cannot legally be denied solely on the ground that it is proposed for public open space use in this Plan. Therefore, if the owner of a privately owned site proposed for acquisition wishes to develop the site it should be determined whether the Recreation and Park Commission is prepared to proceed with acquisition or whether there are alternative means to acquire it, and if not, processing of the development proposal should proceed. If development does occur, the situation should be examined to determine whether the site should remain in the Plan for some possible future acquisition or whether it should be dropped from further open space consideration and the Plan amended accordingly.

Open space acquisition should not be limited by the City's inability to maintain additional parkland. However, the City should recognize that acquisition will require an on-going commitment of additional resources for maintenance. In appropriate cases, the City should acquire the property, and develop low cost maintenance techniques and programs for open space that is not used for intensive recreation, or should hold the land vacant, until development and maintenance funds are available.

POLICY 8

Develop a citywide urban trails system that links city parks and public open space, hilltops, the waterfront and neighborhoods and ties into the regional hiking trail system.

An urban trails system should be created on streets and public rights-of-way and provide interesting pathways to link city parks and public open space with the neighborhoods. A comprehensively planned urban trail system, composed of carefully selected routes and well designed details, could be a valuable recreation resource. The citywide system should have convenient links with the regional hiking trail system, and with regional transit systems. Development of the trail system should include the following elements:

Route Selection

The objective in route selection should be to choose trails that provide information about the city's history, frame vistas of the City and Bay region, and permit the opportunity to view and visit interesting cultural, architectural and natural geographical features. The trail system should link city parks and public open space with interesting historic, natural, and man-made features that may attract and accommodate a variety of users.

Route Information

A map showing the trail route and park system should be available for public distribution. Trail markers or signs should also be installed along the route. Historic photographs or other information could provide interesting information about the route or particular location.

Landscape Treatment

Landscape treatment of the trail system could include installation of trees and other vegetation as well as special paving materials and street furniture to provide pleasant resting areas. Use of street furniture, signage, and other design elements should be used consistently along the trail to facilitate trail identification.

POLICY 9

Maintain and expand the urban forest.

Trees planted in city parks, on public open space, on city streets and on private property, collectively form the "urban forest". This urban forest contributes substantially to the quality of life in the city. Trees impart a sense of nature, provide shade and moderate the microclimate. Strolling through a grove of trees in a City park, a private yard, or along a public sidewalk, or viewing a forest on a distant hilltop, are experiences that enrich one's enjoyment of the city.

A number of City agencies have authority over San Francisco's urban forest. The Recreation and Park Department plants and maintains trees and other landscape materials in City parks, and on some other public

land. The Department of Public Works Urban Forestry Division has permit jurisdiction over all street trees, and plants and maintains trees along certain public streets.

Street trees contribute to the streetscape environment and can be used to visually screen unattractive and incompatible land uses.

Private property owners should be encouraged to plant trees fronting their property consistent with an overall street tree planting plan. Street trees should be required in new development in residential, commercial, and neighborhood commercial districts with provision for substitution of other landscape material or waiver of the requirement in those limited instances where street trees would interfere with pedestrian circulation.

The City plants trees in city parks and public open space, and along certain major city streets. These are maintained on a regular and emergency basis by the city. However, maintenance of most of the City's street trees, and all trees on private property, is the responsibility of the abutting property owner. This obligation should be enforced.

Many of the city-maintained trees have reached maturity, and need to be replaced. This is particularly true in the city's older parks, where many trees are dead, or visibly decaying. A major reforestation effort should be undertaken by the City in many of the larger parks, on other City properties and some major public streets. The magnitude of this effort is beyond the current scope of existing tree maintenance programs and budgets. A farsighted program should be developed to adequately maintain San Francisco's urban forest, and to ensure a legacy of green in the century ahead.

A reforestation program should include the following major program elements:

Systematic Inventory

A systematic inventory of the urban forest should be undertaken. The database should be both comprehensive and easy to update. Data elements should include geographic location, tree species, size, age, and disease classes, and other information as may be necessary or desirable.

Planting, Tree Replanting and Maintenance

A reforestation and horticultural maintenance element should provide a framework for program implementation. Principles of urban planning, landscape design, and horticulture should be employed to determine appropriate form, texture, color and scale of trees to be planted. The diversity of species planted throughout the city should be increased. The species or variety planted in any area should be chosen for design objectives identified in the Urban Design Element of the Master Plan, as well as the tree's ability to thrive in the area's microclimate and soil conditions.

The City should continue to plant street trees. A program to ensure the availability of trees of the species, age, class, and form required for planting should be developed. This could take the form of developing propagation and nursery facilities, or contracting with private sector nurseries.

Consistent use of recognized planting standards should be used to reduce transplanting shock and ensure the highest viability of all trees planted. Such standards should include guidelines for planting depth, placement, staking, watering and maintenance through the first years of growth.

Trimming and pruning standards should be developed appropriate to different tree forms, and should be consistently adhered to. Proper pruning practices and tree maintenance should result in healthy and well-formed tree canopies that require a minimum of maintenance.

Guidelines should be developed, as appropriate, for required tree removal. Removal of large areas of

naturalistic tree plantings will require treatment significantly different from that used to remove over-mature or diseased street trees. When large or overmature trees have been removed, reforestation should proceed as soon as practical. However, a certain number of dead trees should be left standing for their habitat value, if they are not a safety hazard.

Wood Waste Management and Utilization

Tree removal and reforestation will generate a significant amount of wood and waste products. A program should be developed to utilize the wood and effectively manage the waste generated. Sale of merchantable timber, cord lumber, wood chips, and bark chips could help to offset the cost of the reforestation program, and reduce the solid waste problem that tree removal and maintenance generates.

Interagency Coordination and Public Information

Currently the responsibility of maintaining San Francisco's urban forest rests with several city agencies, and private property owners throughout the city. Tree planting, maintenance and removal standards should be prepared by the Department of Public Works and Recreation and Park Department, and made available to other City agencies and the public. The same standards should be used by everyone responsible for maintaining the city's urban forest. Equipment and trained professionals could be shared by the implementing agencies. Nonprofit corporations, such as the Friends of the Urban Forest, can also provide assistance to neighborhood groups and individuals.

POLICY 10

Develop a master plan for Golden Gate Park.

Golden Gate Park plays a key role in the public recreation system in San Francisco. With 1,017 acres, it is the largest and most diverse park in the city system and provides places for active recreation, cultural institutions, as well as landscaped areas of pastoral character. The park is enjoyed by city and Bay Area residents, as well as national and international visitors.

The park is over one hundred years old. Some of its infrastructure needs to be replaced or renovated. Some buildings and recreation facilities no longer serve the purpose for which they were intended. Forested areas and woody vegetation are overmature or diseased. Conflicts exist between the need for additional recreational development, maintenance of the park's historic and naturalistic character, and the preservation of its valuable open space. Transportation problems have developed, including excessive through-traffic, all-day commuter parking, and unsatisfactory pedestrian access and circulation.

To address these problems, work on the Master Plan has begun. The overall goal of the Golden Gate Park Master Plan should seek to retain the integrity of the park's original design while having sufficient flexibility to accommodate society's evolving needs. In 1979, the Recreation and Park Commission, adopted "Master Plan Objectives and Policies for Golden Gate Park," to guide any necessary changes, act as a blueprint to guide maintenance of the park's rich landscape, and steward Golden Gate Park through the next century. The objectives are to:

1. Acknowledge Golden Gate Park's contribution to the diversity of cultural and recreational activities available to residents of San Francisco and the Bay region; recognize the park's importance as an American cultural resource.

2. Provide for the protection and renewal of the park landscape.

3. Preserve the open space of Golden Gate Park.

4. Create and maintain a park-wide system of recreation roadways, pathways and trails. Minimize vehicular traffic.

5. Foster appropriate use of park recreation resources.

Consideration should be given to establishment of a separate public advisory committee, supported by a professional staff consisting of planners, landscape architects, recreation specialists, and horticulturists to prepare the plan. This advisory committee should report to the Recreation and Park Commission.

The objectives and policies serve as the basis for five master plan elements which should carry out the adopted policies, and address specific issues and park features. The five elements are:

Forest Management
Circulation-Transportation Management
Land Use
Landmarks and Structures
Landscape Design

The first two elements, Forest Management and Circulation, have been adopted by the Recreation and Park Commission and are being implemented. The City should provide the necessary resources to complete the remaining master plan elements. The five elements are described below:

Forest Management

The Forest Management Element addresses the problems of the park's forest and understory vegetation. It includes an extensive tree inventory, reforestation program, and management and design guidelines.

Circulation - Transportation Management

The Transportation Management Plan focuses on all forms of access to and circulation throughout the park. This element is designed to create and maintain a park-wide system of recreational roadways, pathways and trails while minimizing vehicular traffic. Key elements include the restriction of through-traffic to designated roadways and reduction of the number and impact of such roadways. The plan encourages use of public transit, development of a safe and inviting pedestrian system, and accommodation of bicycle and equestrian trail systems.

Land Use

The land use element should update the existing inventory of land uses, facilities, structures, and recognized landmarks and identify appropriate areas for required land uses throughout the park. All activities, features and facilities should be subordinate to the present design and character of the park. The plan should preserve the park's valuable open space and not permit construction of new recreation or cultural buildings within Golden Gate Park unless incidental to enjoyment of the Park's open space. No additional roadways should be allowed to encroach on the park. Emphasis should be given to activities which do not diminish open space.

The primary function of the park is to serve the recreation needs of all San Francisco residents. Neighborhood serving facilities should be located in the adjacent neighborhoods themselves.

Landmarks and Structures

The landmarks and structures element should evaluate historic values, and physical and structural conditions, and current and required maintenance levels of the park's landmarks and structures. An inventory of existing structures and recognized landmarks should be updated. The plan should encourage restoration and reconstruction of landmarks and require that any modification or replacement of existing buildings be compatible with the landscape character and historic features of the park.

Restoration requirements should be identified and programmed as part of the capital improvement budget, or other funding sources. While advocating the provision of park amenities and visitor services, the plan should prohibit any construction which would detract visually or physically from the character of the park.

Landscape Design and Features

The landscape design element of the master plan should provide for the protection and renewal of the park's unique landscape areas. The size and form of the park's major pastoral landscape elements, its meadows and wooded areas should be retained and renewed. Similarly, the overall evergreen landscape character of the park should be maintained as the dominant design element. This element should closely coordinate with the forest management element.

Existing formal gardens and colorful horticultural displays should be retained, in areas designated in early park plans; however, new colorful horticultural displays should not be introduced into predominantly evergreen areas. Landscape design standards should be employed to guide restoration and maintenance of meadow areas, lake and water course edges, park entrances and pedestrian pathways, intensive recreation use areas, and roadways and other paved areas.

POLICY 11

Develop McLaren Park into a high quality, city serving park.

McLaren Park, primarily undeveloped parkland, should be developed into a park of high quality. A master plan for the park should be adopted by the Recreation and Park Commission. A variety of landscape features and specialized recreation facilities could be accommodated on the 318 acre park site. McLaren Park should become a citywide resource, because of its large size, varied landscape, and the specialized activities and programs that may be suited for developments within the park. McLaren park should also offer uses which satisfy the recreation needs of adjacent neighborhoods. Neighborhood-serving uses should be sited primarily along the park's periphery.

Development of the park should capitalize on the site's natural conditions, including topography, existing native vegetation, and views. Natural areas of the park, including open grasslands and wooded areas, should be preserved. When adding new features simple forms, and natural appearance should be emphasized. New plantings should be added in the park to act as windbreaks, to define subareas of the park, and to provide visual accents. Plant species should be hardy, wind and fire resistant and provide for and enhance wildlife habitats.

Existing wildlife habitats should be preserved and a management plan should be developed to insure their long-term viability.

The existing trail system should be retained and missing linkages completed. Any new development should build on the existing infrastructure including roads and parking areas, the irrigation system and drainage structures, lighting and electrical installations. New recreation areas should serve active, as well as passive, non organized recreation needs. The park should include the following specialized features: a renovated amphitheater, meadows, overlooks, picnic areas, a park office and community center building and a community garden.

POLICY 12

Expand community garden opportunities thoughout the City.

Community gardens are a valuable use of open space in dense urban areas. They improve the quality of life in the city by revitalizing neighborhoods, and stimulating social interaction and neighborhood cooperation. In addition they provide opportunities for recreation and exercize for those who work in the gardens, and provide visual interest to the general public.

There are many existing community gardens in the City. They are located on private property, undeveloped street ROW's and underused (vacant) public property, public parkland, rooftops, etc. Acknowledging the values community gardens have for the City, the Board of Supervisors passed a resolution encouraging a minimum of 100 community gardens to be established in the City by 1996.

City departments should fully cooperate with neighborhood organizations and non-profit organizations, such as the San Francisco League of Urban Gardeners, SLUG, to establish, maintain, and administer community gardens at sites throughout the City. The City should also investigate opportunities to preserve existing gardens, in order to maximize the opportunity for San Franciscans to use, enjoy, and benefit from community gardens.

SHORELINE

OBJECTIVE 3

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

The Pacific Ocean, San Francisco Bay and their respective shorelines are the most important natural resources in San Francisco. Their open space potential is considerable. Together they offer unlimited opportunities for water oriented recreation. They are the pride of San Francisco's views and the source of the city's agreeable climate. Furthermore, most of the property adjacent to the thirty-two mile shoreline is in public ownership. This offers an unparalleled opportunity to provide a variety of open space experiences.

The western and northwestern shoreline should function as a long unbroken stretch of open space; its natural qualities should be preserved and should complement the more urban character of new open spaces along the Bay.

On the northeastern and eastern shoreline the objective is different. Here the challenge is to provide more open space along the Bay and public access to the shoreline while maintaining active maritime and other essential waterfront uses.

Significant progress has been made in opening the shoreline to the public. With the advent of the Golden Gate National Recreation Area the shoreline of the Presidio and Fort Mason have been made available to the public. Sutro Baths has been acquired and Ft. Funston and Lands End have been developed with trails making them more accessible. The creation of the Candlestick Point State Recreation Area in the southeastern corner of the City has added 171 acres and 3 1/2 miles of public shoreline. In the Central Waterfront, Warm Water Cove and Agua Vista Park have been made accessible developed by the Port as mitigation for maritime fill projects. In the northeast waterfront, Pier 7 is to be redeveloped as a public access pier. Planned development of Piers 1-1/2, 3, and 5 will include major public open spaces and public access. Redevelopment plans for the Pier 1 - Ferry Building - Agriculture Building area includes plazas and open space amenities along the waterfront (however, it is not clear whether these plans will be carried out). A 4.8 acre shoreline park is proposed at Rincon Point, and a 6.8 acre public park and small boat harbor are being developed at the base of Second Street as part of the Rincon Point-South Beach Redevelopment project.

Despite this progress, much remains to be done.

Of the 16 miles of shoreline on the eastern shoreline, only about 4.2 miles are publicly accessible. Of the 11.8 miles of shoreline which is not publicly accessible the U.S. Navy owns about three miles, private property owners own about 1-1/2 miles, and the Port owns the balance.

On the western and northwestern shoreline while a significant amount of public open space has already been retained, permanent preservation of a few prime open spaces has not been insured.

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

In order to protect the shoreline and safeguard the public interest in it, the following policies should be applied to new shoreline developments.

Land Use

Priority Land Uses. The most important uses of the shoreline should be those providing substantial long-term public benefits that cannot be provided on other sites within the city. Maritime shipping and freight handling facilities, water-related public recreation and open space, commercial fishing, and water-related industries are included in this category.

Restricted Land Uses. Office, residential, water-related commercial uses such as restaurants, hotels and shops and non water-related industrial uses are appropriate only in the areas designated in this plan or other components of the Master Plan. These uses provide limited public benefits and should be restricted to areas which are not needed for priority uses. Parking acces-

sory to these uses should be in structures or otherwise screened from view. Recreation-oriented commercial services should be permitted where appropriate on land adjacent to open space areas.

Prohibited Land Uses. All developments which do not fall in the previous two categories are not acceptable shoreline land uses. More specifically, industry or commercial uses that are not dependent upon use of the water should not be permitted. Airports and at grade or elevated freeways should not be permitted. Uses such as these should be located away from the shoreline. Parking, unless it is accessory to a permitted use, should not be allowed at or near the waters edge. Finally, all uses which will adversely affect water quality should be prohibited.

Open Space

All new non-maritime developments, on property abutting the shoreline, should provide and maintain on their sites ground level open space, well situated for public access and designed for maximum physical and visual contact with the water. Maritime uses may substitute overlooks or open space on another part of the shoreline if public access is clearly inappropriate because of public safety considerations or significant use conflicts.

The size of the open space provided should directly relate to the size of the new development; the larger the development, the more open space it should provide. Along the water, a generous and well maintained shoreline strip should be reserved to provide public access and accommodate development of a continuous pedestrian and bicycle shoreline trail system, consistent with plans shown on Maps 5-8. A well designed shoreline trail could provide enjoyable visual, educational and recreational experiences for many users. In addition to providing space for pedestrian and bicycle movement, the system should also provide inviting seating areas and viewpoints of waterfront activities.

The types of open space provided in new developments will depend upon the nature of the sites; however, to the extent feasible they should meet the recreational needs of adjacent neighborhoods, especially those deficient in recreation space, and add to the variety of recreational facilities along the entire shoreline.

Urban Design

In urban design terms, new developments should make maximum use of their shoreline locations and complement the shoreline as San Francisco's most important natural resource. More specifically, new developments should:

- Maximize direct physical access to the water;
- Preserve and enhance the natural shoreline, where it exists;
- In windy areas incorporate design features which will make shoreline open spaces more pleasant and usable;
- Avoid shadowing areas of public use;
- Maintain visual access to the water from more distant inland areas by preserving view corridors and lowering the profile of buildings;
- Restrict uncovered parking beyond the seawall (over water) that is visible from adjacent public areas;
- Screen development from view from the shoreline if it will detract from the natural setting of the shoreline;
- Provide ample natural landscaping;
- Meet the more specific design policies and principles in the Urban Design Element and Western, Northeastern, Central Waterfront and South Bayshore Plans of the Master Plan.

These policies governing land use, open space and urban design should be applied to new non-maritime developments within the Shoreline Zone designated in this plan. They should be applied to maritime uses only to the extent they are comfortable with the nature and operation of the Maritime facilities.

The Shoreline Zone covers the city's entire shoreline but varies in the degree to which it extends inland depending on the quantity of existing open space and public recreation facilities in the area, the pattern of land ownership, and on the amount of new development anticipated. For the most part, development at the water's edge is of primary concern. There may be developments further inland, however, which affect physical and visual con-

tact with the water or affect the use of the shoreline for open space. Shoreline policies on open space and urban design should be applied to these developments as well.

In locations where major new public open space areas are to be established, active and passive recreation should be the major use. Some limited commercial recreation uses may be integrated with the open space area, subject to the following conditions:

- The proposed use should be directly related to waterfront recreation activity and compatible with the primary function of the recreation area;
- Development should be designed to preserve view corridors and create open views to the water and provide usable open space accessible to the general public free of charge;
- Development should be in a concentrated area and strictly limited in coverage to result in a small-scale, pedestrian-oriented facility that adds interest, variety, and amenity to recreational use of the shoreline;
- Land should be retained in public ownership.

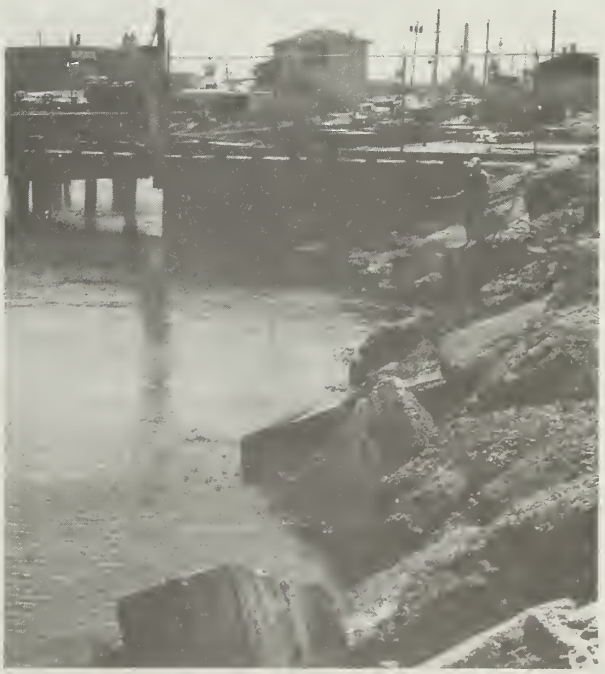
POLICY 2

Maintain and improve the quality of existing shoreline open space.

Most of San Francisco's shoreline open spaces are located on the headlands and on the western and northern shorelines. For the most part they are now incorporated as part of the Golden Gate National Recreation Area, and administrated by the National Park Service which has made them much more accessible to the public. However, the National Park Service must be adequately funded to assure they are adequately maintained and policed.

Existing open spaces on the northeastern waterfront should be improved to promote increased public use. Simple public improvements such as effective signs, well marked trails, safety features, landscaping and general cleanup are needed to promote greater use of these and other shoreline areas.

The beaches and and tidal flats in the Warm Water Cove, Agua Vista and Mission Rock areas have been dumping grounds for tires, auto parts, concrete slabs, and other debris that limits public use and enjoyment. In addition, severe winter storms have eroded sections of the shoreline. The accumulated debris in these areas should be removed, and the shorelines restored and stabilized. Once the shoreline areas are cleaned up and restored, consistent maintenance should be performed.



Several city agencies, as well as the State and Federal government, provide public open space along the shoreline. Additional coordination and cooperation between agencies could result in more consistent maintenance and result in increased public use and enjoyment. Plans for improvements and renovation should also be coordinated by the affected agencies.

POLICY 3

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

A safe, continuous shoreline trail should be developed linking all waterfront open spaces from Ft. Funston to Candlestick Park. The trail should have continuous waterfront access unless the shoreline location clearly conflicts with active maritime use. At these locations, the trail should be routed inland around the maritime activity and then linked up with the shoreline.

The trail should be designed to provide amenity along the waterfront by installing trees and vegetation that can thrive in the marine environment. Sturdy paving and well designed street furniture should be installed in appropriate locations and design elements employed to provide scale, frame views of the ocean and Bay, and create a consistent and distinctive shoreline trail. Existing underutilized open spaces on the eastern and northeastern waterfront should be improved for public use and enjoyment as part of the shoreline trail development.

The trail should provide for pedestrian and bicycle movement. The trail should use consistent design elements, maintain visual continuity along the waterfront and create a variety of water-edge experiences. The trail should also encourage fishing and other active water-oriented recreational uses along appropriate areas of the shoreline. This may be achieved by installing and maintaining water taps, and basins to facilitate cutting bait and cleaning fish. From China Basin to Aquatic Park, the pedestrian system should be supplemented with a recreation oriented shoreline transit system that will facilitate public access along the waterfront.

Water Taxi Service

At some point in the development of the shoreline the potential to establish a water taxi service between shoreline parks should be investigated. Such a service could provide a desirable transportation service as well as another recreational amenity.

POLICY 4

Create a visually and physically accessible urban waterfront along the Embarcadero corridor between Fisherman's Wharf and China Basin.

The Embarcadero Corridor has the potential to become one of the world's great public waterfronts. However, two massive physical barriers stand between the city and the water's edge. One consists of the bulkhead buildings which were built in the nineteen-teens to accommodate the breakbulk cargo handling methods of the day but which now act as a wall between the City and the Bay. The other consists of the double deck concrete freeway structure erected in the 1950's between Broadway on the north and Folsom on the south.

Many of the bulkhead structures are attractive and some of them should remain because of their visual and historic interest, others should be narrowed or removed to open up visual and physical access to the water. Removal of the bulkhead buildings and installation of a pedestrian promenade between the Agriculture Building and Pier 24 has opened up views of the bay and the Bay Bridge and in a very real sense returned that part of the shoreline to the city. Selective removal of bulkhead buildings elsewhere along the Embarcadero corridor can have the same result. Those bulkhead structures that do remain can be visually opened up so they can be seen through and around and public access can be provided through, around and behind them.

The voters have rejected an opportunity to demolish the elevated freeway. As long as the structure remains, steps should be taken to make the structure less of an obstacle. The area under the structure between Mission and Washington is currently occupied by surface parking lots and a seldom used rail track. The parking should be eliminated or reduced and reorganized and the roadway and tracks should be realigned, with as much of the alignment under the freeway structure as is feasible. This would make it possible to enlarge Justin Herman Plaza, create a wider bay side promenade, and provide more area for landscaping. More trees and vines should be planted to screen the concrete structure and sound barriers or baffles should be installed to reduce the noise from the traffic overhead. The portions of the two stub

ends of the freeway structure which were installed in anticipation that the elevated freeway would be completed along the waterfront and are not now being used, should be removed.

The pedestrian promenade should be extended the full length of the Embarcadero and the proposals for creation of open space areas and for open space improvements, as outlined for the northeastern shoreline in Policy 5 below should be undertaken.

POLICY 5

Provide new public open spaces along the shoreline.

The City cannot meet all its shoreline recreation potential simply by improving existing public open spaces and by applying the guidelines governing new development. Certainly, shoreline access in private developments and places to fish or view port operations will help realize the shoreline's recreation potential. But some new larger public open spaces are also needed.

Acquisition of new shoreline open space on the northeastern and eastern edge of the City should be given high priority. This is the area most deficient in shoreline open space. It also has the most potential for meeting the recreation needs of neighborhoods in the eastern half of the City. The Recreation and Park Department should work closely with the Port of San Francisco and Redevelopment Agency to provide new parks, and provide additional recreational opportunities and public access along the Bay Shoreline.

Active recreational uses should be promoted along portions of the waterfront. These could include, but not be limited to, water oriented uses such as shoreline fishing, swimming, and boating. New shoreline park land and public open space should be acquired and/or developed. In addition, existing underutilized open space on the Bay Shoreline that is not now in maritime use, or planned for such use, should be identified for public access improvements.

Although the Bay shoreline should have priority for new public parks, a few parcels on the western shoreline should also be acquired or preserved for public open space.

More specific policies for open space development at specific locations along the shoreline appear below.

WESTERN SHORELINE*

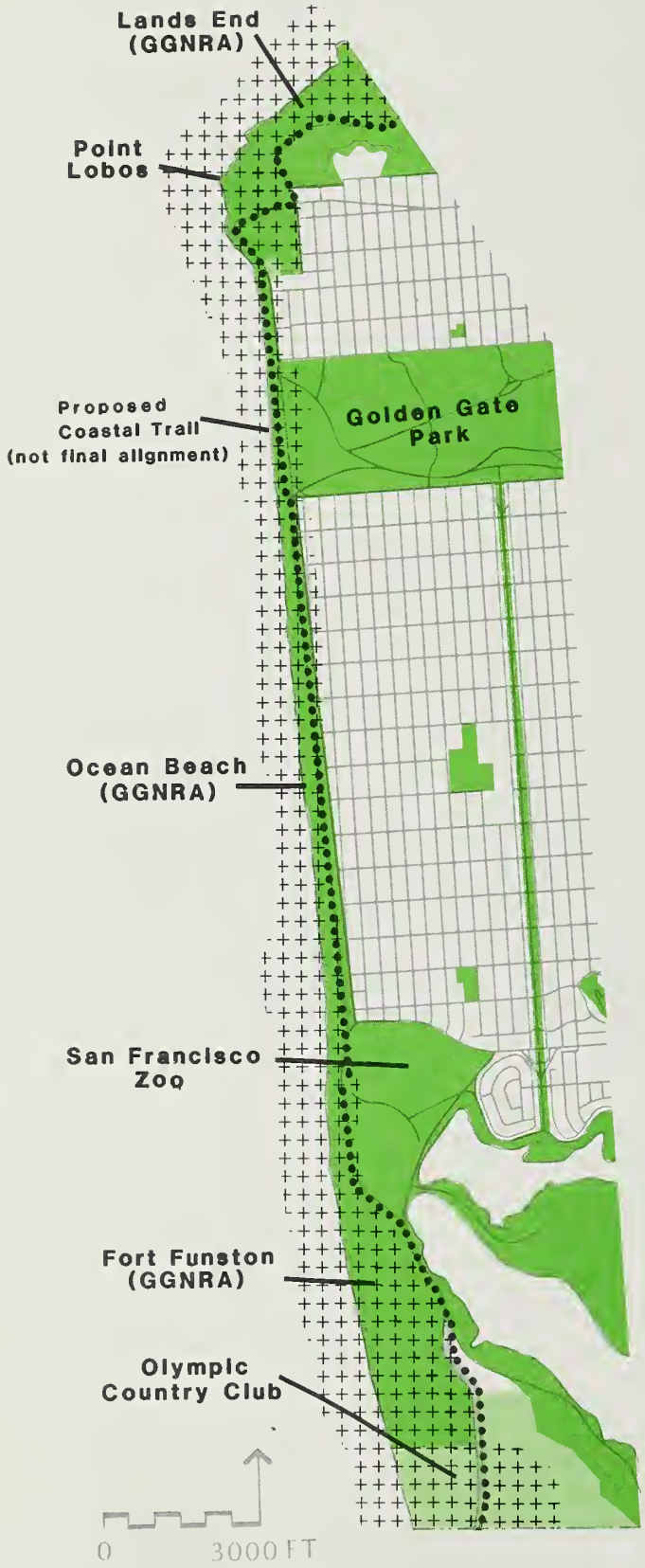
Olympic Country Club

Retain as open space. If private golf course use is discontinued, acquire for public recreation and open space, if feasible. If not, cluster permitted development in order to preserve major portions of the area as publicly accessible open space. Maintain trails in the bluff area west of Skyline Boulevard and encourage granting an easement of this area by the property owner to the National Park Service as part of the Golden Gate National Recreation Area (GGNRA).

Fort Funston (GGNRA)

Maximize the natural qualities of Fort Funston. Develop recreational uses which will have only minimal effect on the natural environment. Support creation and continued development of an environmental education center. Permit continued use of existing hang glider decks, and picnic areas.

*The **Western Shoreline Plan,** which is part of the **Master Plan,** is the City's plan for the Local Coastal Zone established by the California Coastal Commission. This plan includes objectives and policies pertaining to open space in the area covered by the plan (see Map 5). A summary of these provisions is included here. The **Western Shoreline Plan** should be consulted for details.



Map 5
WESTERN SHORELINE PLAN

SHORELINE ZONE

All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

Provide New Open Space Along The Shoreline

••••• Proposed Shoreline Trail

Great Highway

Develop the entire Great Highway right-of-way from Sloat Boulevard north to Pt. Lobos as a recreational parkway. Emphasize slow pleasure traffic and safe pedestrian access to the beach. Create and maintain bicycle, pedestrian and equestrian trails along the corridor and link them to Golden Gate Park and regional coastal trail systems. When a new seawall is constructed, extend the pedestrian promenade and provide convenient beach access stairs at regular intervals.

Design the seawall, promenade, and beach access system to afford maximum protection to the dune ecosystem. Provide safe access to Ocean Beach by installing signalized crosswalks which are well lit after dark. Provide and maintain trail linkages between Golden Gate Park and Sutro Heights park by creating a landscaped recreational corridor adjacent to the former Playland-at-the-Beach site. Where possible, create new playgrounds for adjacent neighborhoods.

Ocean Beach (GGNRA)

Continue as natural beach area for public recreation. Improve and stabilize sand dunes where necessary with natural materials to control erosion.

Golden Gate Park

Strengthen the visual connection and physical access between the park and the beach. Improve the western end of the park for public recreation and when possible eliminate the sewer treatment facilities. Extend the reforestation program, which has been established to replace dead and dying trees at the windbreak along the ocean, throughout the park to ensure vigorous forest tree growth and maintain high visual quality. Emphasize the naturalistic landscape qualities existing at the western portion of the park, and encourage increased visitor use in the area. (Golden Gate Park is more fully discussed in the Citywide System section, policy 11.)

Seal Rocks (GGNRA)

Maintain Seal Rocks in public ownership and protect the marine wildlife habitat.

Cliff House-Sutro Baths (GGNRA)

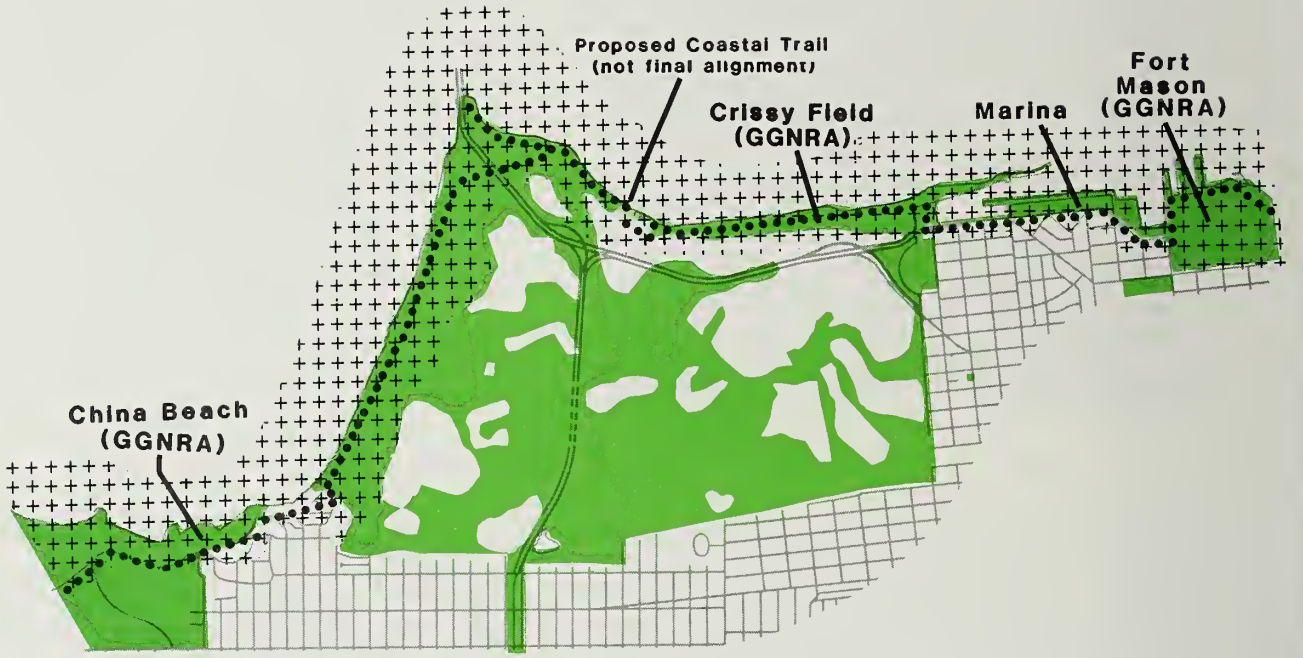
Develop the Cliff House-Sutro Baths area as a nature-oriented shoreline park. Permit limited commercial recreation uses if public ownership is maintained and control development to preserve the natural character of the site. Selectively develop historic bath ruins with stairs, walkways and ramps, seating and landscape improvements to permit increased public use and enjoyment.

Sutro Heights Park (GGNRA)

Continue use as park and preserve historic and natural features. Restore selected landscape elements and improve overlooks. Protect the natural bluffs. Keep the hillside undeveloped in order to protect the hilltop landform, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.

East and West Fort Miley (GGNRA)

Develop public open space area for continued recreational use and preserve natural and historic features in conjunction with the Golden Gate National Recreation Area. Maintain picnic areas and create an historic interpretive center and facilities for day camp use. Fort Miley Veterans Administration hospital parking should be provided on the hospital grounds.



Note: For the Presidio see Map 3

NORTHWESTERN SHORELINE PLAN

Map 6

SHORELINE ZONE

All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

Provide New Open Space Along The Shoreline

••••• Proposed Shoreline Trail

NORTHWESTERN SHORELINE

Lincoln Park

Continue to provide public recreation facilities in areas that have already been developed. Maintain the remainder of the park as naturalistic open space. Limit improvements to those necessary to ensure access and adequate public safety. Take measures to control erosion where it is a problem and to restore bluff land-forms to a stable naturalistic condition.

China Beach (GGNRA)

Facilitate continued use for ocean swimming and as a public recreation area.

The Presidio Shoreline (GGNRA)

Provide, maintain and identify with appropriate signage, a continuous shoreline trail from the southwest edge of the Presidio (Seacliff) to its eastern end in the Marina.

Attractively maintain the significant open space on each side of the Golden Gate Bridge toll plaza. Provide for recreational access through the Golden Gate Bridge Highway and Transportation District's staging and maintenance areas.

Develop the Crissy Field area to permit more intensive recreational uses without significantly altering the character of its open landscape. Enhance existing beach and lawn areas to accommodate varied active and passive recreational uses, and enhance views of the Golden Gate. Integrate the landscaping, design, development and use of the portion of Crissy Field under jurisdiction of the US Army with the portion managed by the National Park Service. Reduce the profile of any development near the National Recreation Area so that it may be screened from view from the shoreline.

The Presidio is more fully discussed in the Citywide System section, Policy 5.

Marina—Presidio to Gashouse Cove

Maintain the quality and character of the Marina Green. Enhance public access to boat marinas consistent with reasonable marina privacy.

Fort Mason (GGNRA)

Protect natural vegetation and marine wildlife habitat at the northeast portion of the site. Maintain the existing cultural center in renovated pier and warehouse structures, and use for educational and cultural facilities and activities. Encourage continued programming of special events and activities. Introduce landscaping in parking area. Develop the Burton Memorial amphitheater. Preserve historic gardens and adapt historic buildings to community uses as current use is discontinued and structures are made available by the U.S. Army.

NORTHEASTERN SHORELINE*

Alcatraz (GGNRA)

Maintain as public open space for recreational use. Preserve historic structures and gardens and provide interpretive exhibits describing the island's history. Remove non-historic structures and develop landscaped areas to increase public use and enjoyment. Protect bird and marine wildlife habitats.

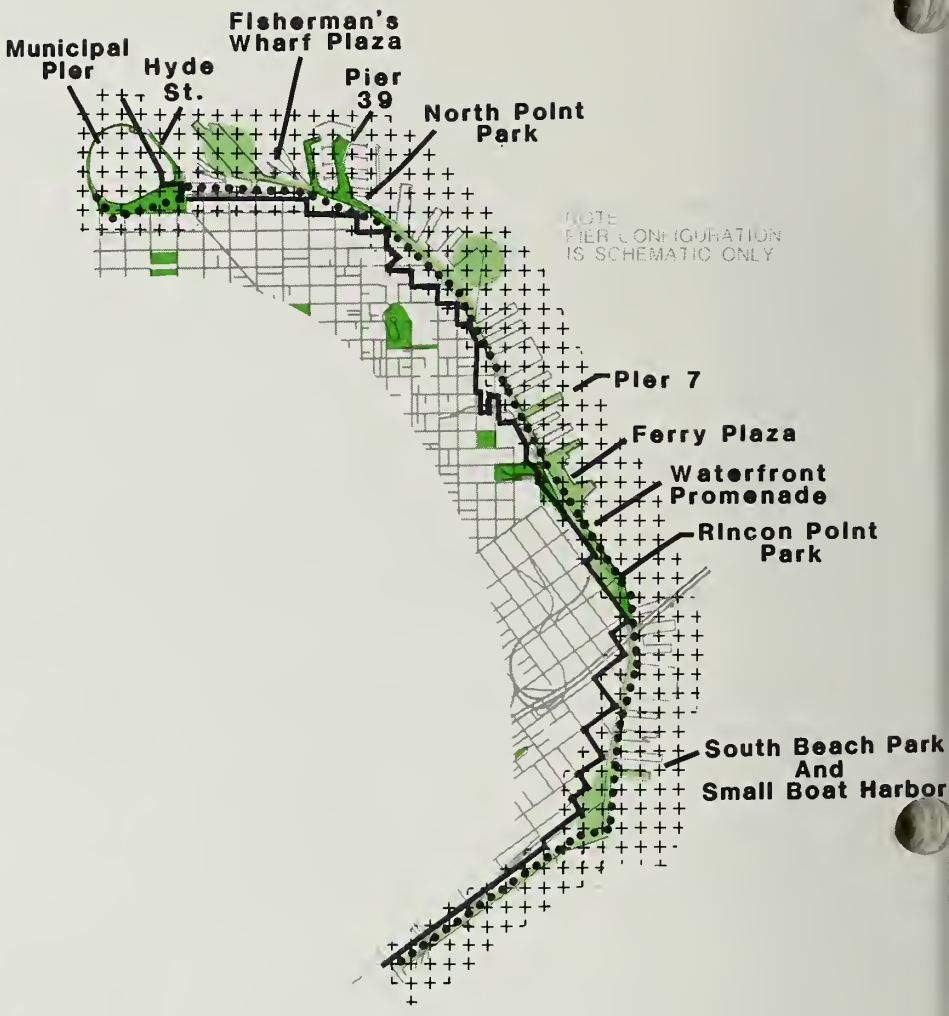
Aquatic Park-Hyde Street Pier (GGNRA)

Repair and maintain municipal Pier. Encourage continued use of the basin for swimming. Maintain and enhance public access to the swim clubs. Expand public recreation opportunities, including passive and active water-oriented recreation. Add new seating, paving, and street furniture to landscaped areas, and use landscape features that enhance and emphasize the historic maritime character of the area. Provide space for an expanded collection of historic vessels at the Hyde Street pier in a manner that will not impact continued use of the basin for swimming.

Fish Alley

Maintain the existing authentic character of Fish Alley north of and parallel to Jefferson Street, which supports a viable commercial fish handling and distribution

*The **Northeastern Waterfront Plan,** which is part of the MasterPlan, includes objectives and policies pertaining to open space for the area it covers (see Map 7). A summary of these provisions is included here. The **Northeastern Water front Plan** should be consulted for details.



NORTHEASTERN SHORELINE PLAN

Map 7

SHORELINE ZONE

All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

Provide New Open Space Along The Shoreline

Provide New Open Space In The General Vicinity

Proposed Shoreline Trail

Port Jurisdiction

industry. Improve public access along the wharves, where compatible with concerns for public safety and fishing operations. Maintain and improve view corridors from public rights of way into fish handling areas, the outer lagoon, open waters of the Bay, and back to the City. Provide a maritime oriented plaza and widen sidewalks to accommodate heavy pedestrian use. Create an open plaza adjacent to Wharf J-3.

If a fish hall is developed, construct a second level walkway on the western side of the rebuilt Hyde Street pier with overlooks at the end of the pier and into the fish hall. Because of the fish handling activities along Hyde Street pier and Fish Alley, do not provide a pedestrian promenade along the shoreline between Hyde and Jones Street. Rather continue the promenade along the north side of Jefferson Street. Widen the sidewalks to accommodate the high volumes of pedestrian traffic, and deal with the problem created by the existing buildings which encroach on the sidewalk area.

Pier 45

Provide public access where consistent with the potential use of the pier for commercial fish handling, vessel support and/or mixed commercial and public assembly uses. Seek to create a continuous pedestrian promenade at or near the perimeter of the pier with wind protection, providing outlooks to the Bay.

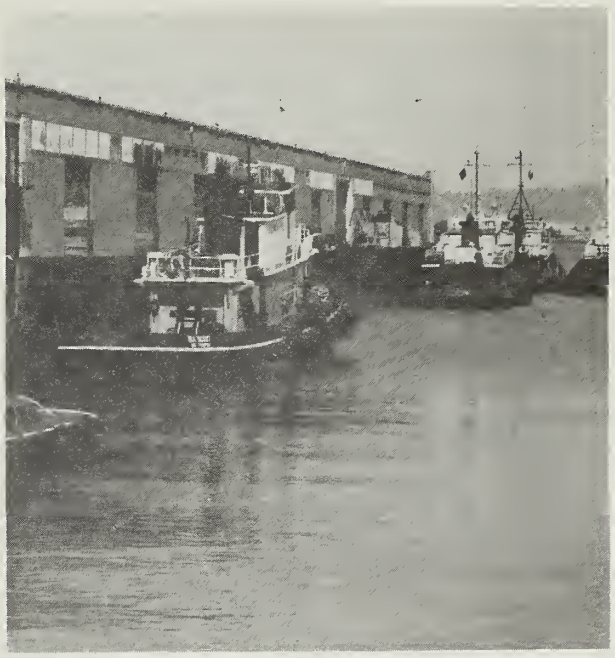
Fisherman's Wharf Plaza

Develop a public plaza on all or a significant portion of that part of the seawall lot bounded by Jefferson, Taylor, and the Embarcadero which does not already contain structures.

Piers 9-35

Overlook areas between piers should be improved with attractive areas for sitting, fishing, and viewing maritime activities wherever they can be provided without interference with Port operations. Visual access to the water should not be restricted by trash containers or storage of non-cargo materials at overlook areas. If and when all or a portion of the area between these piers and the Embarcadero is released from maritime use, emphasize development of major open spaces.

To the extent that it is compatible with continued active



maritime use of the piers, allow portions of the existing wind protected pier apron between Pier 31 and 33 to be used for public access. Provide seating and maximize physical and visual access to the water in a manner that will not interfere with the existing and continued maritime use of the area.

Extend the pedestrian promenade north from the Ferry Building along the Embarcadero. Provide maximum access along the water's edge.

Improve the Embarcadero between Northpoint Street and Broadway as an attractive landscaped roadway, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas. Should the separate access roadway be determined to be unnecessary, develop the access area as a linear park similar to the park between Pier 35 and Pier 41.

Pier 7

Develop Pier 7 as a public open space pier. Construct a new pier, with adequate seating, providing restroom facilities in the pier's vicinity. Uses of the pier should include fishing, pedestrian circulation, environmental education exhibits, and other appropriate uses.

Pier 1-1/2, 3, 5

In conjunction with redevelopment of Piers 1-1/2, 3, and 5, create a plaza of approximately one half acre at the

Map 8
EASTERN SHORELINE PLAN

SHORELINE ZONE

All New Development Subject To Shoreline Guidelines

PUBLIC OPEN SPACE

Maintain And Improve The Quality Of Existing Shoreline Open Space & Recreation

PROPOSED PUBLIC OPEN SPACE

Provide New Open Space Along The Shoreline

Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

—— Port Jurisdiction

eastern end of the pier. Develop a small public plaza between Piers 3 and 5 with seating and landscape material. Provide public access along the perimeter of Pier 3 and around the bulkhead buildings.

Ferry Plaza

Improve the visual and physical connection between the city and the Bay. Reinforce recreational use of the Ferry Building area as terminus of Market Street and terminal for commuter and recreational ferry boats. Remove the elevated Embarcadero Freeway and existing surface parking, and realign the Embarcadero roadway, creating a plaza that creates a strong urban design setting for the Ferry Building as the terminus of Market Street.

Improve physical access to the waterfront by creating major linked landscaped open spaces at Pier 1, on the existing BART platform, and at the Agriculture building. Provide a mixture of commercial and noncommercial marine oriented recreation opportunities.

Rincon Point

Create a new four to five acre public park at Rincon Point at the Base of Folsom Street abutting the seawall and pedestrian promenade by rerouting the Embarcadero to Stewart Street between Howard and Harrison Streets. Orient the park to the Bay and provide large grassy open areas, hard surfaces, and a mixture of facilities to meet the recreation preferences of nearby residents and downtown office workers.

South Beach Small Boat Harbor and Park

Create a new six or seven acre public park and small boat marina east of the Embarcadero Roadway. Provide broad lawn areas and landscaped grounds. Remove piers 42, 44, 46a and portions of Pier 40, creating a sheltered small boat harbor that can accommodate 700 boats. Include a public boat launching ramp in the development if possible.

Redevelop pier 40 to provide facilities required for the small boat harbor, and provide public access for viewing, fishing, and other activities along the pier. Include provision for a bicycle trail and pedestrian promenade linking open space along the waterfront, as well as the recreation oriented public transit line that is being considered for the waterfront. The greatest portion of the park should be a gently sloping well landscaped lawn area designed to accommodate individuals and coordinated group activity, and permit a variety of recreational opportunities.

EASTERN SHORELINE*

The eastern shoreline, shown in Map 8, is one part of the waterfront likely to experience significant change in the years ahead. It can provide the space for expanding working Port and maritime facilities, and for new and expanded public open spaces and public access along the water's edge. Redevelopment of the Eastern Shoreline should be balanced so that adequate space is planned for public open space as well as for expanded port and maritime use.

Mission Bay

A plan for Mission Bay area is being prepared. Provision for public access to the shoreline and adequate parks and public open space to meet the needs of residents, workers and visitors will be important considerations in the planning process. The following policies from the 1973 Recreation and Open Space Element apply to the area. They will be revised, as appropriate, as part of the planning of Mission Bay:

China Basin Channel

- Provide approximately nine acres of new recreation areas for the public along the channel shore line. The recreation areas should be clearly marked and conveniently accessible to the public. Channel waterfront development should increase the oppor tunities for public access to the water's edge with a maximum interface of land and water.

- In the future the area south of the channel may be converted to a large, multiple-use development. Should this happen, the channel should play a major role in the new development and a new plan for the

*The **Central Waterfront Plan,** which is part of the **Master Plan,** includes objectives and policies pertaining to open space. A summary of these provisions is included here. The **Central Waterfront Plan** should be consulted for details.

channel as a recreation asset should be undertaken. Shoreline designated for open space should be stabilized with bank reconstruction, running piers or quays. In the interim the channel area's special amenities should be preserved and priority given to incremental development that will be compatible with long-range objectives for the shoreline.

Mission Rock Public Boat Ramp

- Permit maximum recreational use of existing public boat ramp in conjunction with Port activity. Stabi lize the shoreline as required. Provide informational signing to encourage maximum recreational use of the existing area. Retain the public boat ramp, and regrade and landscape the area to pro mote increased public use and enjoyment. As op portunities arise, enlarge the area along the shore line for public access.

- If development of port facilities require use of this site and alteration of the existing open space, re place the Pier 54 public boat ramp with equivalent or enhanced facilities elsewhere on the eastern shoreline. Provide adequate parking designed to serve vehicles with boat trailers.

Central Basin—Agua Vista Park

Maintain and expand Agua Vista park. Allow some fill, using materials such as beach sand, if necessary for public recreation. Plant and maintain landscape materials suitable for the waterfront setting. Provide additional informational signing, and seating areas, to encourage additional use.

As opportunities arise, expand the area into a major public waterfront park. Give priority to development of large waterside areas for beach, park and picnic facilities with continuous, safe public access.

In the event it is determined that this area is needed for Port maritime expansion provide comparable open space elsewhere on the eastern shoreline.

Warm Water Cove

Improve the park site and cove shoreline along the Bay east of Louisiana Street with shoreline fishing as the primary recreation use. Any fill placed at or adjacent to the cove should retain and enhance the natural and man-made factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation. Create a more interesting park landscape by regrading the site to maximize Bay views, and improve the soil as required to permit more vigorous vegetation growth and install marine tolerant plant species.

As opportunities arise, expand parkland to include a waterfront picnic area west of Maryland Street. Continue to provide public access to the cove from Twenty Fourth Street and improve visibility of the park from the street. Provide a consistent level of maintenance for landscaped and developed areas. As opportunities arise, extend the park to the north bank of the channel along the shoreline in front of the PG & E facility. When and if that facility is deactivated, give priority to expanding the public open space along the shoreline.

In the event it is determined that this area is needed for Port maritime expansion, provide comparable open space somewhere else on the eastern shoreline.

Islais Creek

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides areas for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

Pier 98

Pier 98 is a narrow eleven-acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new Bay bridge, the Southern Crossing, that was once proposed for the site. Consistent with the Port's needs for a portion of the area to support maritime terminal operations, make the Pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of the a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats.

India Basin

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation on property inland of the shoreline. Acquire and develop the mapped area as a continuous waterfront park. Permit development of a small boat marina with related facilities, including a public boat launch facility. Provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve vistapoints with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

Hunters Point Naval Shipyard

Seek ways to increase public access to the shipyard without interfering with maritime use. Encourage construction of new naval housing near the north gate entrance. Shoreline access could be provided along the

South Basin extending east from the Candlestick Point State Recreation Area. A trail connecting India Basin and Candlestick Point could be provided along Earl Street through the Naval Shipyard site to link up with the City shoreline trail.

Candlestick Point

Encourage and facilitate implementation of the master plan for development of the 171 acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

The State's master plan calls for enhancement of wildlife habitat and development of water-oriented as well as other active and passive recreational uses. The natural marsh is to be restored near the mudflats at the north end of the park. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned at the southeast end of the park at 'Sunrise Point' has been installed. The plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers and swimming beaches and a community cultural and recreation center.

The plan provides for development of a number of water oriented uses. A marina complex is planned with space for a ferry landing and concessions, slips for permanent as well as day-time boat tieup. The marina would include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

Bayview Hill

Improve and expand Bayview Park. Make it more accessible to the public for recrational purposes by providing better vehicular and pedestrian access. As private development occurs along the periphery, orient that development in ways that will activate the park.

NEIGHBORHOODS

OBJECTIVE 4

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

Every neighborhood should be served by adequate public open space and recreation facilities. Neighborhood parks and recreation facilities are essential; many people are unable to use citywide facilities if they are not located nearby. This is especially important for the very young and for the elderly whose mobility is limited.

High land costs and a shortage of vacant sites restrict opportunities to provide new open space in many neighborhoods. For this reason, it is important that the city maximize use of existing facilities. Making the best use of parks and recreation areas can help offset the limited opportunities to create new ones and can bring the most immediate improvement in services to San Francisco neighborhoods.

This section has general policies for neighborhood open space and recreation. More detailed plans for neighborhood open space are included in Special Area Plans which have, or will be adopted as part of the Master Plan. The general policies in this Element are applied in the preparation of the Special Area Plans, and more specific recreation and open space proposals are developed. The more specific proposals may be found in the following plans: Western Shoreline, Central Waterfront, Northeastern Waterfront, Chinatown, The Downtown, Rincon Hill, and South Bayshore.

POLICY 1

Make better use of existing facilities.

All public open space and recreation facilities should be adequately maintained and staffed so that they can meet standards which ensure maximum use. Such standards should specify optimal levels of staff, safety, maintenance, coordination and information. Other relevant factors and the exact levels of adequacy for each standard should be determined by the Recreation and Park Department.

Staff

All recreation facilities should be adequately staffed to carry out needed recreation programs and services. Proper supervision and leadership are one of the best means of ensuring maximum use of facilities. In all neighborhoods, diversified recreation programs should be offered, hours of operation should be sufficient to meet the neighborhood needs, and facilities and equipment should be well maintained and supervised. This cannot be accomplished unless adequate staffing is provided.

Supervisors and instructors should be trained and qualified in recreation and should be responsive to the particular neighborhood to which they are assigned.

Safety

Recreation facilities should be designed and protected to ensure safety. Lack of safety seriously inhibits full use of existing facilities. Large parks, and even some small spaces, present special problems of personal safety. Methods of ensuring safety in the parks without destroying the features which make them pleasant environments should continue to be developed.

Vandalism of park property is a serious problem which obviously decreases the extent to which existing facilities can be used. Several factors contribute to this problem including a shortage of equipment and inadequate supervision. The Recreation and Park Department should be provided with the resources it needs to improve safety and eliminate vandalism in problem areas.

Maintenance and Capital Improvements

Neighborhood parks as well as citywide facilities require regular maintenance in order to carry out effective recreation programs and permit maximum public use and enjoyment. The City's operating budget must provide the necessary resources for the city-owned open spaces to ensure a high level of maintenance if neighborhood needs are to be met by intensified use of existing facilities. Frequency of maintenance and the extent of capital improvements should relate directly to intensity of use. For example, low cost, efficient maintenance techniques could be used in parks and open spaces that are relatively undeveloped.

When new city parks are acquired and developed, they create demand for additional annual operations and maintenance funds. Some of this demand may be met through use of existing staff and equipment. However, additional qualified staff may be required in order to maintain new parks and provide optimal recreation services.

A comprehensive program to assess capital improvements needed in existing parks and recreation facilities, as well as for proposed new parks and open space should be developed. Certain facilities may require replacement or extensive renovation at regular intervals; this is the case with a majority of playground structures and equipment. Given the limitation of available capital improvement funds for renovation, the sequence in which improvements are made should be identified, giving priority to those areas which have the fewest parks and facilities, and where renovation would permit increased public use. Maintenance and capital improvements are further discussed in the section on renovation, neighborhood policy 2.

Access

Easy, safe and convenient access should be provided to all recreation facilities. In some cases, nearby parks are not accessible to potential users, particularly to the elderly and small children because access to them would be dangerous or inconvenient.

Distance itself is an obstacle to the use of recreation facilities. In San Francisco topography imposes special problems. In some areas, open spaces have smaller service areas because of the increased difficulty of traversing steep slopes to reach them. Specific standards should be developed to improve access through better design, special public transportation and other means.

Information

Public knowledge of recreation opportunities should also be increased. To encourage participation in recreational programs and use of available facilities, information regarding recreation programs should be widely distributed to neighborhood residents. Information should give a comprehensive view of recreational opportunity in the neighborhood, including activities sponsored by public, private, private nonprofit, and semi-private agencies.

An effective system of distributing information should be developed. In those neighborhoods where there is a language barrier, special attention should be given to translating information into the language of the community.

POLICY 2

Maximize joint use of other properties and facilities.

Many City departments, including the Port, DPW, MUNI and Water departments, own land and facilities which, although originally acquired or developed for nonrecreational purposes, have become important city-wide and neighborhood recreational resources. Because of the growing importance of recreation and the increasing demand for recreational space and facilities in and around San Francisco, recreational uses should be developed in conjunction with other primary uses on many of these sites. Departments other than the Recreation and Park Department, therefore, should be increasingly involved in public recreation.

Streets, alleys and undeveloped rights-of-way throughout San Francisco should be looked to for development of small outdoor open spaces for the elderly and for young children. These kinds of spaces are an important resource common to all high need neighborhoods. Streets and alleys should be considered as opportunities for providing useful recreation space which, with the installation of sitting areas and planting, can significantly improve a neighborhood at little cost to the City.

Figure 1 LOCATION OF PUBLIC SWIMMING POOLS & BEACHES

- • Recreation And Park Department Swimming Pool
- ✱ Swimming Beach
- ▒ Area More Than 1 Mile From Pool

Figure 2 LOCATION OF PUBLIC GYMS & RECREATION CENTERS

- • Recreation & Park Department Gym Or Recreation Center
- ▒ Area More Than 3/4 Mile From Rec & Park Dept. Gym Or Rec.Center
- ▲ S.F. Unified School District School Site With Gym
  Propose Greater Coordination To Permit More Community Use

Unused rights-of-way and other unused public land can be used as community gardens, providing recreation and amenities for the surrounding neighborhood.

School yards, gymnasiums, auditoriums should be used to their fullest extent as recreation resources. The Board of Education now uses Recreation and Park Department pools and sports fields on a scheduled basis. Similarly, several properties under the jurisdiction of the Board of Education, including the Bessie Charmichael school playground, have been made available for public use on a limited basis. Increased coordination could result in making more recreational facilities and open space available to the public without duplicating costly facilities. This would be particularly desirable in areas that are not served by existing community recreation facilities, athletic fields, or gymnasiums. These areas are shown in Figure 2.

Joint Use of School Gyms and Play Areas

A renewed cooperative effort is now underway between the San Francisco Unified School District and the San Francisco Recreation and Park Department. Under this effort, the Recreation and Park Department provides supervised recreation after school hours at a number of selected Unified School District gyms and schoolyards. This program should be augmented, especially in areas with a high number of school-age children who have limited after-school access to existing Recreation and Park Department gyms and recreations centers, or other available recreation programs.

POLICY 3

Renovate and renew the City's parks and recreation facilities.

Many parks and facilities have been in continuous public service for decades without having been restored or renovated. Many parks and recreation facilities require complete or partial restoration of infrastructure, as well as landscape elements and plantings. Recreation buildings, landscape features, as well as play equipment also require restoration.

Some parks and recreation facilities have been developed with a single user group in mind, or have been developed with specific facilities or landscape features that make them more attractive to one or two groups and not all potential users within the service area. In other instances, open space needs have changed over time because of residential population shifts. When parks and recreation facilities no longer meet the needs of the surrounding neighborhood, they should be considered candidates for renovation in order make necessary improvements.

In the years ahead, major ongoing efforts will need to be continued to assess the renovation needs of parks and recreation facilities and to restore them. Once renovated, parks and recreation facilities that are now marginally useful may support increased use.

The Open Space Acquisition and Park Renovation Fund has been a major resource of funds for renovation. However, renovation will be an ongoing priority and will outlive the current life of the fund, which terminates in 1989 by the terms of the charter amendment which created it. The fund should be extended or another appropriate program created so that funding is not interrupted.

POLICY 4

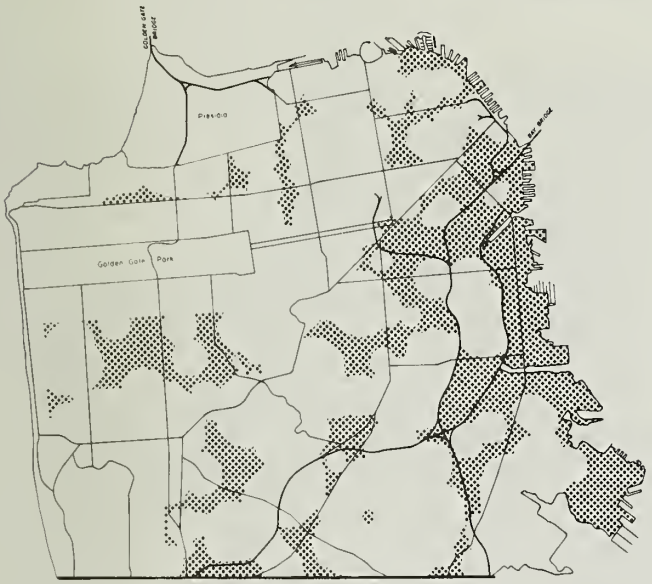
Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

While most of the City is well served by public open space, there are some areas that are deficient. The deficiency may be due to one or more of the following factors.

1. The area may be outside the service area of existing open space. These areas are shown on Map 2, and in Figure 3.

2. Although within the service area of an existing public open space, the area's population may exceed the capacity of the public open space to accommodate it. These high density residential areas are shown in Figure 4.

3. The facilities provided in the existing public open space may not correspond well with the needs of the surrounding neighborhood. Renovation of existing public open spaces may help correct this deficiency.



Source: 1980 Census

Figure 3
SERVICE AREAS

Areas Not Served By
Public Open Space
(See Citywide Section)

Source: 1980 Census

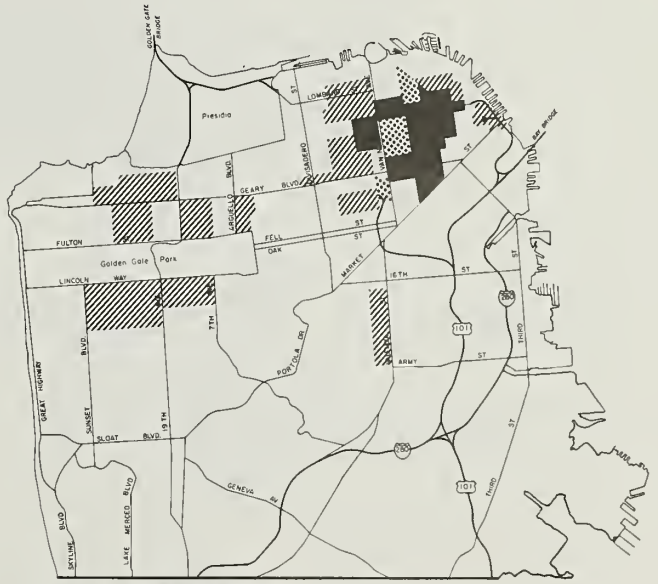
Figure 5
LOW HOUSEHOLD INCOME

Low .5–.79 City Median
Lower 0 –.49 City Median
City Median Income : $15,930)

Source: 1980 Census

Figure 4
HIGH RESIDENTIAL DENSITY
(PERSONS PER NET ACRE)

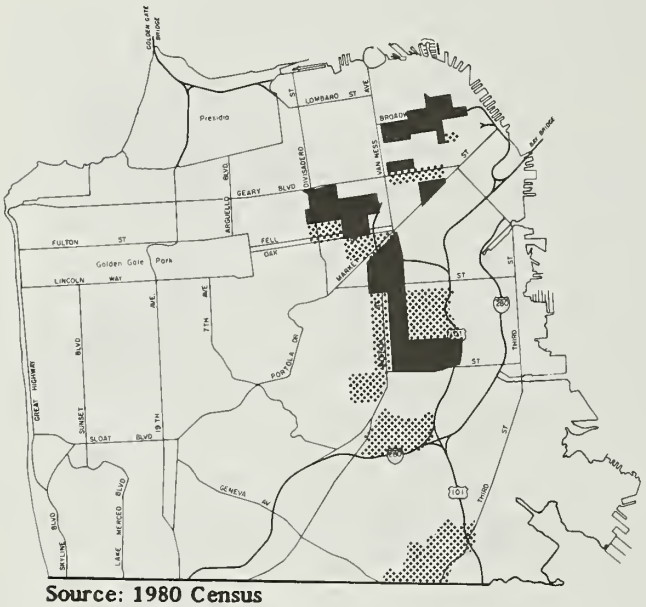
High 75–125 Persons
Higher >125 Persons
(Citywide: 28.38 Persons)



Source: 1980 Census

Figure 6
HIGH DENSITY, SENIOR CITIZENS
(PEOPLE OVER 65 PER NET ACRE)

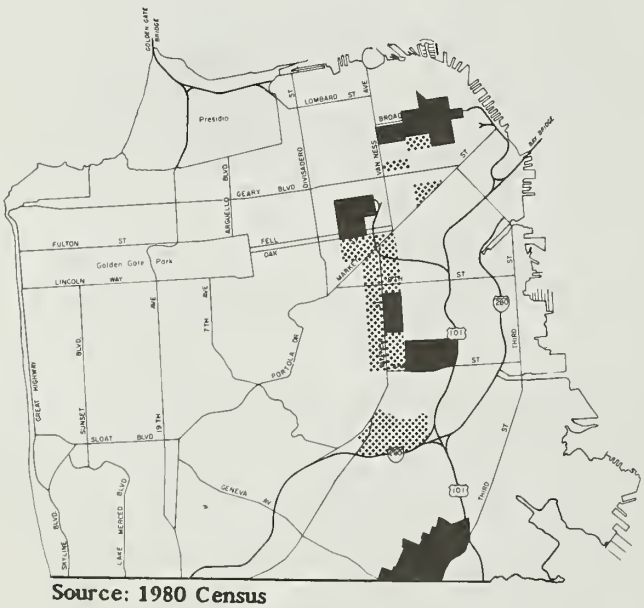
Moderate 9–11 Seniors
High 12–15 Seniors
Higher > 15 Seniors
(City Median : 6.2 Seniors)



Source: 1980 Census

Figure 7
HIGH DENSITY, CHILDREN UNDER 5 (PER NET ACRE)

High 3.4–4.3
Higher > 4.4
(City Median: 1.72)



Source: 1980 Census

Figure 8
HIGH DENSITY, CHILDREN 6–12 (PER NET ACRE)

High 6–7.6
Higher > 7.7
(City Median: 3.06)

All deficiencies do not warrant immediate attention, although in the long term they should be addressed. Some of the deficient areas may be well served by private open space, as is the case with some low density residential districts. Residents in some deficient areas may have a high level of mobility and be able to travel to reach more distant parks and open space. Still other areas, such as the low intensity industrial areas of the City, may have very low user populations.

On the other hand, open space deficiencies may be exacerbated by the limited social and economic and demographic characteristics of the area's residents.

In the improvement of neighborhood open space throughout the City, priority should be given to areas with the highest needs and the greatest deficiencies in parks and recreation facilities, and programs. These are generally the more densely populated, older areas of the City where low-income, minor group populations are concentrated, where there are large numbers of children and elderly people, and where people have less mobility and financial resources to seek recreation outside of their neighborhood.

Figure 3 identifies areas that are not within existing service areas of existing public open space. Figure 4 shows areas with deficiencies based on high population density. Figures 5 through 8 show areas with a high percentage of low income residents, and areas where a large number of young children and senior citizens live. The areas of the City which should have the highest priority for creating new open space, and making recreation improvements are shown in summary Map 9.

These factors should be used by the Open Space/Park Renovation Citizens Advisory Committee in evaluating proposals for funding from the Open Space Acquisition and Park Renovation Fund. They should also be used in assessing the needs of specific neighborhood as individual neighborhood plans are prepared in the future.

These factors may change over time. As this occurs priorities should be shifted accordingly.

In all cases where new public open spaces are being considered, their precise location should be determined by such factors as proximity to population concentrations, neighborhood need, topography, ease of access, visibility and the desirability of the property for open space use.

NEIGHBORHOOD RECREATION & OPEN SPACE IMPROVEMENT PRIORITY PLAN

Map 9

PUBLIC RECREATION & OPEN SPACE
Make Better Use of Existing Neighborhood Open Space & Facilities

PROTECTED AREA
Improve Street Space for Recreation and Landscaping where Possible

HIGH NEED AREAS

Give Highest Priority for New Parks and Recreation Improvements

Give Priority for New Parks and Recreation Improvements

Note:
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

POLICY 5

Require private usable outdoor open space in new residential development.

In order to improve living conditions in each residential building and the quality of environment in San Francisco as a whole, the City should continue require that all new residential development provide usable outdoor open space. This space need not be accessible to the general public; rather it should be designed primarily to serve the residents of the development in which it is located.

The amount of open space provided should increase with the size and density of the development. In lower density districts this open space can generally be provided in the form of a required ground level rear yard, or front and side yard setbacks. In higher density residential development, some of the required open space could appropriately be common usable space, provided in building courtyards at grade level, as well as at terrace, and rooftop level locations. Common open space should be available at no cost to all building residents. Balconies can also provide some usable outdoor space directly accessible to dwelling units. Recreation facilities developed in residential developments should be selected to meet the primary recreational needs and preferences of the residents.

In some cases, factors such as topography, wind or sun access may make open space in the form of decks or solaria or atriums open to the sun and air more useful than ground level back yards. These open space alternatives should be encouraged only where they will not diminish light and air to adjacent properties or views. The guidelines in Figure 9 should be used to guide the design of various kinds of residential open space.

POLICY 6

Assure the provision of adequate public open space to serve new residential development.

Several areas throughout the City may experience substantial new housing development in the future. A number of such areas are shown on Map 1 of the Residence Element. Some areas are already somewhat residential in character and provide opportunities for infill housing. Some of these areas are served by existing park and recreation facilities and may not require additional facilities, even with increased residential density. In other areas, new public open space will be needed and should be included as part of the plan for the area.

Some other housing opportunity areas are under-utilized, 0redominantly industrial areas which could be redeveloped and provide sites for a significant number of new dwelling units. While the lack of public open space has not been a problem while the areas remained low-intensity industrial areas, these areas will require new neighborhood parks and recreation facilities if they are converted to high density residential areas.

A major open space or several smaller sub-neighbohood serving open spaces should be provided if such open space is not currently located nearby. Much of the needed open space may be achieved by requiring private sector action. However, direct public involvement may be necessary to ensure that adequate public open space is reserved, acquired and developed where it is most desirable.

The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. As plans are made to redevelop these districts into high density residential areas, they should include adequate provision of neighborhood-serving open spaces. In areas proposed for infill housing, sub-neighborhood level parks may be needed, because existing parks there will serve more people and get more intensive use. In these cases, open space sites should be identified, acquired, and developed to serve the new residents.

Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.

The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public. Such land could also be dedicated to the City, with a fee to cover development costs or with the land improved by the developer prior to dedication. Alternatively, the developer could pay a fee in-lieu of land dedication based on the fair market value of the land that would be required for land acquisition, plus development costs. The City would use the funds to provide the open space at some other location.

Figure 9 RESIDENTIAL OPEN SPACE GUIDELINES

TYPES OF OPEN SPACE	Private Open Space		Common Usable Open Space				
	Patios, front yards, back yards	Balconies	Play areas for Preschoolers	Play Areas for School Children	Places for Young Adults	Adult facilities	Open Space for the Seniors
PRIMARY USERS	All ages	All ages	Preschoolers	School Children	Young Adults	Adults	Seniors
NEED	The need for private open space is prevalent. The value of private open space lies in its privacy and the control that people can exercise over it.	The majority of residents consider balconies a desirable feature of the residential unit. Balconies represent an important extension of the living space into the outdoors.	Preschoolers need to play in viewing and calling distance of the supervising adults.	Children of this age group need to socialize and engage in activities with other children. They need to develop coordination and motor skills. Opportunity should be given to realize all facets of play: social, motor, fantasy imitation, and contact with natural or nature-like elements.	Teenagers need informal gathering places to socialize with their peers in the vicinity of their homes where they can watch "the action" and where they can be seen.	Relative to other age groups adults use residential open space least. Still, they need places to sit, relax, sunbathe, spend time with their families and/or residents and pursue activities of physical fitness.	Older people need places to sit, meet other people and actively or passively take part in outdoor activities.
DESIGN ELEMENTS Location, Orientation, Site Design	Locate private open space on the east-south or west side of the residential units	Preferably orient balconies to the south or west-side; make them accessible from the main room of the dwelling unit.	Place tot-lots in viewing and and calling distance of respective residential units.	Locate play areas for school children where they disturb residential units least	Locate teenage areas at the periphery of the housing development, on street corners or intersection of major pathways, where foot and automobile traffic are passing by. Orient teenage facility towards convenience store or favorite coffee shop.	Provide several spatially defined sitting areas of varying character through out the residential development. Preferably locate spaces at grade; but can also be located at podium levels and roof tops.	Place several sitting areas throughout the residential area; locate at least one near the play area for preschoolers if present.
Size	Patios min. 12' X 15' Back yards 200 sq.ft. for singles elderly, 400-450 sq.ft. for families.	Minimum depth 6' Recommended length 12' for family units. Minimum area for single apartments is 55 sq.ft.	Surveys show that at peak periods no more than one third of the children population play in outdoor areas. Therefore dimension play areas to accommodate 1/3 of the total children population at 75 sq.ft. per child.		varies	varies	varies
Enclosure	Establish clear boundaries between private open space and common open space.	Ensure privacy; to achieve this balcony could interlock with the dwelling unit.	Provide security and a sense of enclosure through fencing, planting or change in grade level without blocking the view from and into the area.	Reduce sound through planting, earthen banks, walls or by depressing children's play areas	Provide teenage meeting place defined by walls, ledges, steps of various heights.	varies	Design areas to give a feeling of enclosure.
Facilities, Equipment	Storage closets, water faucets, electric outlets and outdoor lights are desirable.	Provide for flower boxes; equip with electric outlets.	Provide swings (preferably with rubber tires), sandboxes, wading pools, and climbing apparatus scaled down for the age group as well as tables and comfortable benches for supervising adults.	Outfit areas with play equipment such as swings, balancing bars, climbing structures. Make available materials such as wood blocks, boards, sand, rocks, earth and water.	Desirable facilities: basketball courts table tennis, swimming pool, gym, playfields	Equip some of the sitting areas with barbecues. Other desirable facilities are: jogging paths, tennis courts, softball areas, swimming pools, sauna and health clubs, garden plots.	Provide sitting areas with comfortable benches with back rests, arranged in a fashion to encourage socializing. Provide tables for games, flower beds, garden plots, water fountains.
Surface	varies	varies	Provide hard surfaces for wheel toys and grass for tumbling.	Provide sufficient hard surface areas for children's play	Provide paved surfaces as well as lawns and planted areas.		
Sunlight/Wind	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m.	Should receive full sunshine for at least 2 hrs. between 10 a.m. and 5 p.m. Protect from wind. Provide for optional shading.	Assure full sunlight throughout the year for the peak periods of play.	Assure full sunlight throughout the year for the peak periods of play.	Assure sunshine, protect from wind.		Protect sitting areas from wind. Provide options of sitting in the sun and filtered shade.
Noise	Shield open space from external noise						

POLICY 7

Provide open space to serve neighborhood commercial districts.

Most neighborhood commercial districts would benefit by improving the streetscape for pedestrians and providing public open space, however small in size, that can be used by shoppers and employees as well as neighborhood residents. Typically, neighborhood commercial districts combine residential and commercial uses and the residential units have little private open space. Street and sidewalk areas, which traditionally perform some public open space function, are heavily used and have many competing uses. Nevertheless, careful planning can produce opportunities to create useful open space. For example in certain areas sidewalks can be widened and seating and landscaping can be provided. In new development building setbacks from the street, if done in a way that will not adversely affect the continuity of the retail frontage, can provide snippets of useful open space.

New recreational space can also be created in existing development. Rooftops, adjacent properties, and portions of parking areas can often be converted to usable open space areas. This kind of conversion furnishes useful space to a variety of users and should be encouraged by the city whenever possible, just as it is in new developments.

DOWNTOWN

See "OPEN SPACE" Section of the **Downtown Area Plan.**

RESIDENCE

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

1988 superceded

RESIDENCE

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1

TO PROVIDE NEW HOUSING FOR ALL INCOME GROUPS IN APPROPRIATE LOCATIONS.

POLICY 1

Encourage development of housing on surplus, underused and vacant public lands.

POLICY 2

Facilitate the conversion of underused industrial and commercial areas to residential use.

POLICY 3

Promote the inclusion of housing in downtown commercial developments.

POLICY 4

Encourage infill housing on appropriate sites in established neighborhoods.

POLICY 5

Allow secondary units in areas where residents support such housing.

POLICY 6

Discourage development of new housing in areas unsuitable for residential occupancy, or on sites containing existing housing worthy of retention.

HOUSING DENSITY

OBJECTIVE 2

TO INCREASE SUBSTANTIALLY THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

POLICY 1

Set allowable densities in established residential areas at levels which will maintain neighborhood scale and character.

POLICY 2

Encourage higher residential density in areas adjacent to downtown and in neighborhood commercial districts where higher density will not have harmful effects.

POLICY 3

In appropriate cases, consider the size of the unit in establishing allowable densities.

POLICY 4

Adopt specific zoning districts which conform to the generalized residential land use and density plans.

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING.

POLICY 1

Discourage the demolition of existing housing.

POLICY 2

Restrict the conversion of housing in commercial and industrial areas.

POLICY 3

Preserve the existing stock of residential hotels.

HOUSING CONDITION

OBJECTIVE 4

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

POLICY 1

Assure that existing housing is maintained in decent, safe and sanitary condition.

POLICY 2

Maintain and improve the existing supply of public housing.

POLICY 3

Promote and support voluntary housing rehabilitation.

POLICY 4

Preserve residential buildings of significant architectural merit.

AFFORDABILITY OF HOUSING

OBJECTIVE 5

TO PROVIDE HOUSING AFFORDABLE BY ALL INCOME GROUPS, PARTICULARLY LOW AND MODERATE INCOME HOUSEHOLDS.

POLICY 1

Use the City's financial powers and resources to reduce the cost and increase the supply of low and moderate income housing.

POLICY 2

Make maximum use of available federal and state housing subsidy programs.

POLICY 3

Seek inclusion of low and moderate income units in new housing development.

POLICY 4

Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.

POLICY 5

Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

POLICY 6

Allow construction of a variety of innovative housing types that reduce cost.

POLICY 7

Encourage non-profit and limited equity ownership of housing.

POLICY 8

Ensure that office developments and higher educational institutions assist in meeting the housing demand they generate.

POLICY 9

Streamline the permit and environmental review processes to expedite housing construction.

POLICY 10

Ensure that the city's codes and development requirements do not unnecessarily increase the cost of housing.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 6

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

POLICY 1

Assure housing is provided with adequate public improvements, services and amenities.

POLICY 2

Allow appropriate neighborhood-serving commercial activities in residential areas.

POLICY 3

Minimize disruption caused by expansion of institutions into residential areas.

POLICY 4

Promote development of well designed housing.

POLICY 5

Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

ACCESSIBILITY

OBJECTIVE 7

TO PROVIDE MAXIMUM HOUSING CHOICE.

POLICY 1

Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color or disability.

POLICY 2

Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.

POLICY 3

Promote the availability of units suitable for groups with special housing needs including large families, the elderly, and those needing group housing and emergency shelter.

POLICY 4

Eliminate discrimination against households with children.

POLICY 5

Encourage economic integration in housing.

POLICY 6

Provide adequate rental housing opportunities.

POLICY 7

Expand opportunities for home ownership.

POLICY 8

Regulate the conversion of existing rental apartment buildings into condominiums or cooperatives.

POLICY 9

Ensure a distribution of quality board and care facilities.

POLICY 10

Promote the availability of units suitable for persons with varied lifestyles.

DISPLACEMENT

OBJECTIVE 8

TO AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT.

POLICY 1

Minimize relocation hardship and displacement caused by the demolition or conversion of housing.

POLICY 2

Permit displaced households the right of first refusal to occupy any replacement housing units.

POLICY 3

Provide relocation services where publicly funded actions cause displacement.

REGIONAL COORDINATION

OBJECTIVE 9

TO ADDRESS HOUSING NEEDS THROUGH A COORDINATED REGIONAL APPROACH.

POLICY 1

Encourage the balancing of regional employment growth with the development and growth of housing in the region.

POLICY 2

Encourage rehabilitation and development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

POLICY 3

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.

RESIDENCE

INTRODUCTION

San Francisco's Residence Element addresses housing quantity, affordability, quality, and accessibility.

It does so at a time when the City faces an extraordinary housing situation. Costs are among the highest in the nation. The vacancy rate remains persistently low. The growth of jobs and the desire of people — the affluent, as well as the newly arrived foreign immigrant — to live in San Francisco — place added pressure on the city's housing stock.

Several assessments of housing need have been made. The results vary depending on the methodology used. Fully meeting the "need", however measured, will require a rate of production many times greater than what has been achieved in recent years. To begin to address the City's housing needs, production must at least approximate construction in the mid-1970's when about 2,500 units a year were built. The rent or purchase price of many of these units would be required to be reduced to make them affordable to lower income groups.

It is a fundamental goal of this Element to provide for every San Franciscan appropriate and affordable housing. For a variety of reasons, the supply of affordable housing is not expanding rapidly enough to match demand. The Federal government is totally revamping its approach to low/moderate income housing aid and cutting back funding so that adequate subsidies for new construction are not likely in the future. Interest rates, while considerably lower than several years ago, are still high and are edging upward again. These are factors over which the City has little or no control.

What can the City do to increase the supply of housing? It can assure that sufficient sites exist for housing at locations acceptable to the public; provide land use incentives for the production of housing; assist, to a limited extent, in the financing of housing; and can establish a favorable regulatory climate for new housing construction. This housing element is designed to do these things.

It is clear that new housing approaches must be developed and tested. The City has already taken some innovative steps — ones that are to continue under the Residence Element:

- San Francisco is pioneering in tying housing assistance to commercial development. No other big American city requires major office developers to assist in meeting the city's housing needs.

- The City is proposing to use high density zoning incentives to create whole new neighborhoods with thousands of units in areas close to downtown.

It is unlikely that state or local government can substitute for the substantial housing subsidies previously made available by the Federal Government. But significant cost reductions can be achieved through concurrent density bonus, mortgage bond financing and unit size reduction. The City will need to experiment with these cost reduction techniques in the years ahead. If we are to create new, affordable housing in the future, it may be necessary to revise our housing attitudes and standards and accept smaller units and higher densities. There is evidence that such acceptance is already occurring.

Given the high costs of new construction and financing, it is clear that the major source of housing in the future, and particularly the major source of low and moderate income housing, will be the existing supply. This Residence Element is designed to preserve that supply in a number of dimensions:

- It proposes to preserve the **quantity** of existing housing by discouraging demolition or conversion to other uses.

- It proposes to preserve **quality** by encouraging housing maintenance and rehabilitation.

- It proposes to preserve **affordability** through continued rent regulation and encouragement of non-profit ownership in rental housing.

Given the current state of the housing market, it is difficult to outline in a Master Plan element a specific blue print for solving the city's housing problems. What an element can do — and what this element does — is to indicate the appropriate general direction to move in, to take those steps that are within the City's control, and to propose to do as much as possible with available resources.

The Residence Element is designed to comply with specific requirements of state law regarding the contents of a housing element. The Element is divided into three parts: Part One, Background Data and Needs Analysis; Part Two, Objectives and Policies; and Part Three, Implementation Programs.

Part One contains a description and analysis of:

1. The characteristics of San Francisco's population and households;

2. Various characteristics of San Francisco's housing stock;

3. Discusses overall housing needs, the needs of various income groups and the special housing needs of the disabled, elderly and female heads of households;

4. The inventory of land suitable for residential development; and

5. The various constraints on maintenance, improvement or development of housing.

The background data and needs analysis leads then to the formulation in Part Two of appropriate objectives and policies to deal with identified needs and constraints. These objectives and policies are stated in general terms and are designed to provide guidance to the City in dealing with housing issues in the years ahead. The objectives and policies form the framework for Part Three of the Element, which contains the implementation programs and activities which are proposed to be taken over the next five years to carry out the housing objectives and policies. Part One and Part Three are published separately. Part Two follows.

OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1

TO PROVIDE NEW HOUSING FOR ALL INCOME GROUPS IN APPROPRIATE LOCATIONS.

New construction is required to help meet the need for sound housing. However, new residential development must be of a character and stability that preserves the city's neighborhoods and maintains the quality of life for existing and future residents. The issue centers on how to accommodate new residential development without jeopardizing the very assets that make living in San Francisco desirable.

To insure balance in development and change in San Francisco, the City should encourage residential development in areas where it can be accommodated and discourage it where it cannot. The City should use its zoning and related land use controls, environmental review processes, policies of the Master Plan and area plans, and the capital improvements program to deal with issues of how much and where residential development should occur.

POLICY 1

Encourage development of housing on surplus, underused and vacant public lands.

The opportunities for development of housing on public property should be aggressively pursued. The City owns a number of sites which are underused. In some cases the air rights of these sites may be made available for housing without interfering with their current public use. Housing over public parking, transit facilities or water storage facilities are examples of such joint use. When City property is no longer needed for the purpose for which it was acquired and if it is not needed for some other public purpose (such as open space and recreation land), it should be rezoned and sold or leased for housing development.

The City may also be able to make some of its properties outside City and County limits available for housing. The City can also acquire surplus federal and state property to be disposed of by sale or lease, if funds are available. In addition, there are a number of publicly owned or controlled sites in redevelopment areas designated for housing. Development of those sites should be expedited.

POLICY 2

Facilitate the conversion of underused industrial and commercial areas to residential use.

Opportunities exist for major new residential development in certain areas close to downtown. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites which are and will remain in active commercial or industrial use. Map 1 identifies a number of such areas where partial or total conversion to residential use would be appropriate.

POLICY 3

Promote the inclusion of housing in downtown commercial developments.

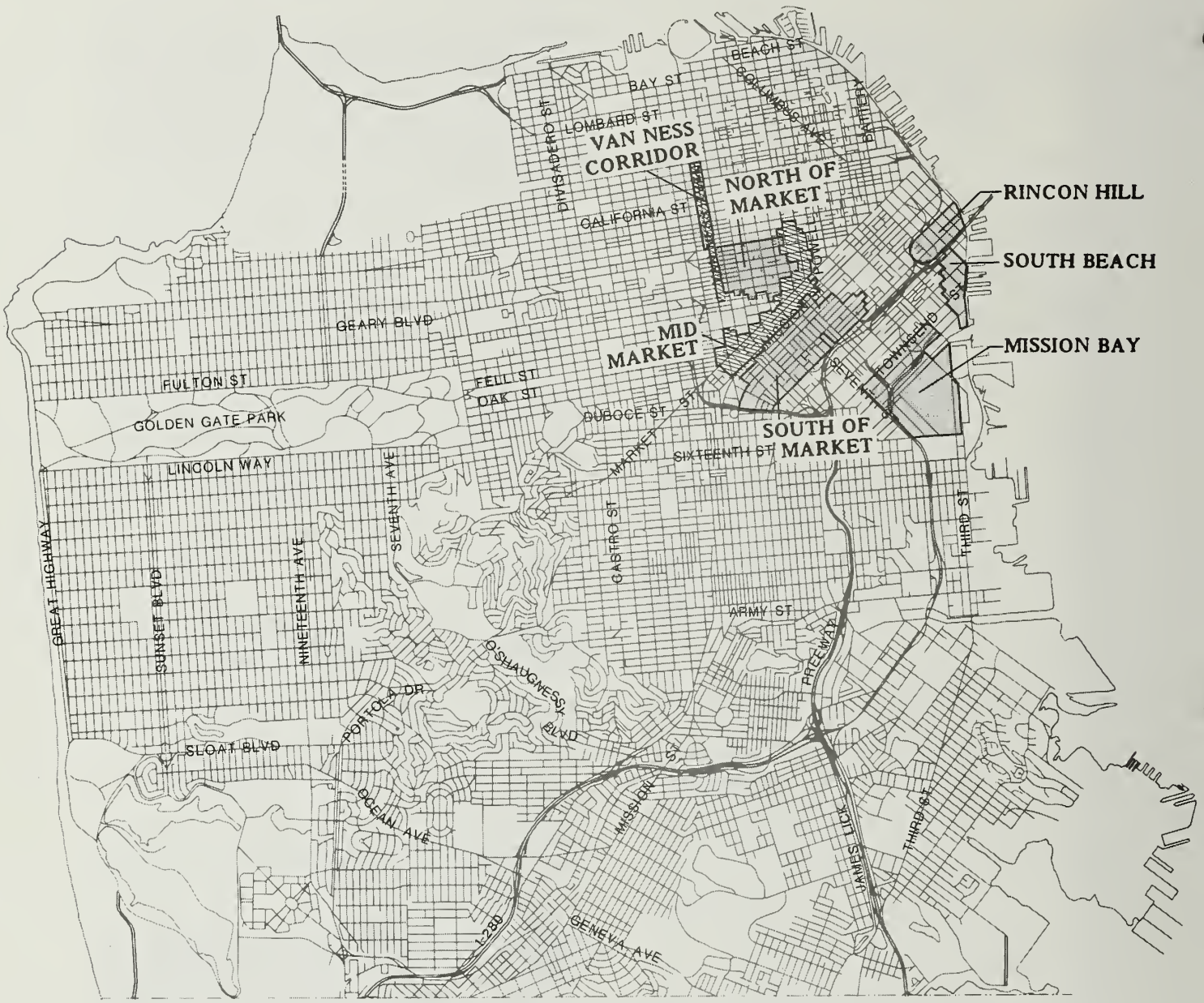
Mixed residential/office building development in the heart of downtown would provide housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area.

POLICY 4

Encourage infill housing on appropriate sites in established neighborhoods.

In established neighborhoods new housing construction should be encouraged:

- On vacant sites which are not designated for open space.
- On sites where nonconforming uses have been terminated.



HOUSING OPPORTUNITY AREAS

Map 1

- Above commercial development in neighborhood shopping districts.

- On sites with buildings that cannot feasibly be rehabilitated.

POLICY 5

Allow secondary units in areas where residents support such housing.

Secondary units ("in-law" or "granny" units) are dwelling units created within existing residential structures, often in basements, using space that is surplus to the primary dwelling. Secondary units represent a simple and cost-effective method of expanding the housing supply. Such units could be developed to meet the needs of seniors and others who, because of modest incomes or lifestyle, prefer or need small units at relatively low rents.

On the other hand, secondary units can have adverse effects on existing neighborhoods. For example, they can aggravate parking congestion and, unless confined to the existing building envelope, can alter the physical appearance of older buildings and affect light, air and wind. Approval of secondary units should be limited to areas where there is neighborhood support, where off-street parking can be provided (it could be tandem parking) and where the secondary unit can be installed without altering the exterior appearance of the building, or, in the case of new construction, can be accommodated within the permitted building envelope. Secondary units should also be limited in size to control the number of occupants in such units. Existing illegal secondary units should be brought into compliance with the relevant standards of City codes.

POLICY 6

Discourage development of new housing in areas unsuitable for residential occupancy or on sites containing existing housing worthy of retention.

Certain sites, because of their location or existing use, are not appropriate for new residential development. The City should discourage, and, in some instances, prohibit the development of new housing:

- On sites to be acquired for open space.

- In areas of severe geological hazard (as indicated in the Community Safety Element) unless the hazard can be compensated for through building design and construction.

- In areas of high transportation noise levels (as indicated in the Environmental Protection Element) unless the noise can be compensated for through building siting and design.

- On sites where the development would require demolition of an architecturally significant building, especially a designated landmark.

- On sites where the development would require demolition of existing sound or rehabilitable residential units, particularly units suitable for households with children or lower income level households, unless the units are replaced in an appropriate location.

HOUSING DENSITY

OBJECTIVE 2

TO INCREASE SUBSTANTIALLY THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

In order to maintain the city's livability, new housing developments should, as a general rule, reflect the predominant intensity level of the surrounding neighborhood. The lot pattern and building bulk should relate to surrounding properties, and the potential number of residents and amount of activity generated should not overly congest the surrounding area. A residential

population holding capacity should be established for the city based on desirable and feasible density standards.

POLICY 1

Set allowable densities in established residential areas at levels which will maintain neighborhood scale and character.

In establishing allowable residential densities, consideration should be given to the prevailing building type in the surrounding area, so that new development is not incompatible with existing scale and character. Established architectural characteristics should be respected. Prevailing densities should be exceeded only when it is clear that, because of the specific location and design of the project, the existing scale and character of the neighborhood will not be disrupted.

POLICY 2

Encourage higher residential density in areas adjacent to downtown and in neighborhood commercial districts where higher density will not have harmful effects.

Moderate to high densities presently exist in established residential areas adjacent to downtown and should be maintained. As areas adjacent to downtown are rezoned for housing pursuant to Objective 1, Policy 2, densities should be established which are consistent with this policy.

Some neighborhood commercial districts, which already contain substantial amounts of housing, may be able to handle increased residential density without generating additional traffic and parking problems if: (i) they have a reduced need for auto ownership because their proximity to transit, work, shopping, and other services can attract residents who do not use automobiles; or (ii) anticipated parking demand can be accommodated on-site in new development or in community parking facilities. In these cases increased density should be encouraged.

POLICY 3

In appropriate cases, consider the size of the unit in establishing allowable densities.

Traditionally in San Francisco housing density standards have been set in terms of numbers of dwelling units in proportion to the size of the building lot. For example, in an RM-1 district, one dwelling unit is permitted for each 800 square feet of lot area. This limitation generally applies regardless of the size of the unit and the number of people likely to occupy it. Thus a small studio and a large four-bedroom apartment both count as a single unit.

This method of calculating density encourages larger units and is particularly appropriate for lower density neighborhoods consisting primarily of one- or two-family dwellings. In other areas, which consist mostly of taller apartments and which are well served by transit, the density might more appropriately be controlled by number of bedrooms rather than number of units. In this way the city's housing stock could better meet the diverse needs of its residents which increasingly are characterized by smaller households. A third method of controlling density would be to allow the building envelope, as dictated by height, bulk, setback, parking and other requirements, to set the density limits. These latter two techniques represent a departure from past practice and should be employed selectively until their benefits and disadvantages can be tested.

POLICY 4

Adopt specific zoning districts which conform to the generalized residential land use and density plans.

Applying policies under this Objective 2 results in density and land use patterns shown on the accompanying generalized residential land use and density plan maps. Specific zoning districts should conform generally to these maps, although minor variations consistent with the general density policies may be appropriate.

The Generalized Land Use Plan provides for three residential land use categories as shown on Map 2. The Residential Density Plan provides for five density categories as shown on Map 3.

GENERALIZED RESIDENTIAL LAND USE PLAN

Map 2

RESIDENTIAL
RH, RM districts

MIXED USE, predominantly Residential
RC districts

MIXED USE, predominantly Commercial/Industrial
C, CM, M and NC districts

PUBLIC/OPEN SPACE
P, OS districts

The Generalized Residential Land Use Plan provides for four land use categories:

POTENTIAL RESIDENTIAL AND POPULATION DENSITY BY ZONING DISTRICTS

Classification	Zoning Districts	Average Units Per Acre	Persons Per Acre*	General Location
Low Density	RH-1	14	24-31	Appropriate in areas for single families, located predominantly in the southern and western parts of the city.
Moderately-Low Density	RH-2 RH-3	36	64-94	Appropriate in the central hills areas, along Diamond Heights, Twin Peaks, and Potrero Hill, around Golden Gate Park in the Richmond, and northern part of the Sunset districts and in the Marina district.
Medium Density	RM-1, RC-1 C-1, C-2 M-1, M-2 NC-1, NC-2, NC-S Sacramento Street West Portal Avenue	54	118	Appropriate for some low-intensity neighborhood commercial districts and mixed-use residential-commercial and industrial districts, and certain areas adjacent to t he. commercial zones.
Moderately-High Density	RM-2, RM-3 RC-2, RC-3 NC-3 Broadway, Castro Street, Inner Clement Street, Outer Clement Street, Upper Fillmore Street, Haight Street, Hayes-Gough, Upper Market Street, North Beach, Valencia Street, 24th Street-Mission, 24th Street-Noe Valley	91	160-240	Appropriate for the more intensively developed northeastern part of the city, certain neighborhood commercial districts with moderately-high existing residential development and good transit accessibility, major transit corridors such as Van Ness Avenue, in major redevelopment areas such as the Western Addition and the Golden Gateway areas, and in Nob Hill, Chinatown and North Beach
High Density	RM-4, RC-4 C-3, C-M	283	475-760	Appropriate for certain areas in the northeastern part of the city, including downtown districts as well as heavy-commercial districts.

* Based on city-wide average household size of 2.19. See Map 4 for average household size by Census Tract.

RESIDENTIAL DENSITY PLAN

Map 3

- **LOW DENSITY**
  Average 14 units per acre
- **MODERATELY LOW DENSITY**
  Average 36 units per acre
- **MEDIUM DENSITY**
  Average 54 units per acre
- **AREAS PROPOSED FOR REZONING**
  (Appropriate densities will be determined in the rezoning studies.)
- **MODERATELY HIGH DENSITY**
  Average 91 units per acre
- **HIGH DENSITY**
  Average 283 units per acre
- **PUBLIC AND HEAVY INDUSTRIAL AREAS**

1980 CENSUS HOUSING

Mean Number of Persons per Unit

Map 4

RETENTION OF EXISTING HOUSING

OBJECTIVE 3

TO RETAIN THE EXISTING SUPPLY OF HOUSING.

The existing housing stock is the city's major source of inexpensive housing. It is virtually irreplaceable given the cost of new construction and smaller public budgets. Priority should be given to retention of existing units as the primary means to provide affordable housing.

POLICY 1

Discourage the demolition of existing housing.

Demolition of existing housing generally results in the loss of lower-cost rental housing units. Even if the existing housing is replaced, the new units are generally more costly and are generally condominiums rather than rental units. Demolition often results in displacement of residents, causing personal hardship and relocation problems. The City should take appropriate steps to discourage demolition of existing housing that is sound or capable of rehabilitation, particularly where those units provide a low cost housing resource.

POLICY 2

Restrict the conversion of housing in commercial and industrial areas.

Many parts of San Francisco were developed before there were zoning regulations which strictly separated various types of land uses. As a result there were many thousands of housing units built in areas which also contain industrial and commercial uses and which have since been zoned industrial or commercial. Most of these housing units are sound or rehabilitable and are relatively inexpensive. They represent a significant portion of the city's housing supply and would be very difficult to replace. Yet, in many of the areas in which they are located, it would be profitable to convert them to a non-residential use.

In those commercial areas which are subject to economic pressures likely to lead to conversion of the existing housing units, a form of mixed residential/ commercial zoning should be employed whereby conversions of upper floor housing units to non-residential use would be subject to conditional use review. Under

such review, the desirability of retaining the housing should be weighed against the public benefits to be gained by the alternative use. As a general rule, conversion should be allowed only for needed neighborhood serving commercial activities that cannot reasonably locate elsewhere in the commercial district. Housing in industrial areas should also receive some form of protection.

POLICY 3

Preserve the existing stock of residential hotels.

Residential hotels represent a unique and often irreplaceable resource for many thousands of lower income households. Most of these hotels are close to downtown and are subject to strong economic pressures leading to their conversion or demolition. As San Francisco grows as a tourist center many of these hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged. Demolition or conversion of a residential unit should be permitted only if provision is made for replacing the unit to be lost with a comparable unit elsewhere. For those hotels which are operated as mixed tourist/permanent resident hotels, additional controls are needed which will assure that the availability of the hotel for permanent residential occupancy is not diminished.

HOUSING CONDITION

OBJECTIVE 4

TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

As the city's housing stock ages it becomes increasingly important to maintain it in sound physical condition. Slum clearance projects of the past were in part necessitated by failure to keep up the quality of housing. Much private reinvestment in and renovation of the city's older housing, particularly of Victorians, in recent years has replaced the need for some of the kinds of direct public intervention that were required in the past. Even so there is a continuing need for housing rehabilitation. In addition, care must continue to be taken to detect incipient decline in housing quality and to take steps to arrest it once detected. The City should monitor those areas of the city where a decline in housing quality might be expected to occur and take appropriate remedial steps where necessary.

POLICY 1

Assure that existing housing is maintained in decent, safe and sanitary condition.

The City should ensure that residential units continue to meet the standards of the housing code by maintaining an aggressive program of systematic inspection of apartments and hotels. Code compliance activities should be designed to minimize the financial hardship which required rehabilitation may impose on those unable to pay increased rent. Low interest and deferred payment loan programs should be targeted to benefit low and moderate income tenants. Rent regulations should provide sufficient incentive to the landlord to maintain the building in good condition.

POLICY 2

Maintain and improve the existing supply of public housing.

The San Francisco Housing Authority is the largest landlord in San Francisco and is one of the few sources of permanently affordable housing for low income households. Operating subsidies and modernization funds provided by the Federal government have not been adequate to keep this housing in sound condition.

Increased Federal support, innovative local financing techniques, cost reduction measures (such as weatherization to reduce fuel costs), and creative management are all required to maintain and improve this valuable supply of affordable housing.

POLICY 3

Promote and support voluntary housing rehabilitation.

The City Planning Code should maintain its strong preservation orientation and act as an incentive to rehabilitation of existing housing, as well as a guide to new development. The City should establish other means, such as provision and maintenance of public improvements, to act as incentives for housing maintenance and rehabilitation. Neighborhood conditions should be monitored and in areas where housing is being undermaintained, appropriate measures, such as counseling and provision of loan funds, should be taken quickly to arrest deterioration.

POLICY 4

Preserve residential buildings of significant architectural merit.

Architecturally significant buildings are one of the greatest assets of San Francisco's residential neighborhoods. Most of these buildings provide excellent housing opportunities and many have large units particularly suitable for families with children. Preservation of these buildings is important to the character and quality of the city's neighborhoods, and special programs should be established to promote restoration. The designation of landmarks and historic districts, with the tax benefits that become available through designation, can be an effective method of encouraging preservation.

AFFORDABILITY OF HOUSING

OBJECTIVE 5

TO PROVIDE HOUSING AFFORDABLE BY ALL INCOME GROUPS, PARTICULARLY LOW AND MODERATE INCOME HOUSEHOLDS.

The costs of home purchase in San Francisco are among the highest in the nation. At current prices many people, even those considered middle income or higher, cannot afford to purchase housing. San Francisco's high rents create hardships, particularly for those with fixed incomes. Many households must either pay larger percentages of their incomes for housing, live in units in substandard condition, and/or live in overcrowded conditions. Others may be forced to move out of the city.

San Francisco, as the region's central city, has a special responsibility to house lower income households. For the City to meet the housing needs of its diverse population, measures must be taken to make housing affordable. Significant cost reductions can be achieved through concurrent use of tax exempt financing, higher densities, unit size reduction and fast-track permit processing. Consistent with other policies regarding densities and design standards, the City should experiment with these cost reduction techniques.

POLICY 1

Use the City's financial powers and resources to reduce the cost and increase the supply of low and moderate income housing.

The City has borrowing powers and access to other financial resources which can be used to reduce the cost and increase the supply of below market rate housing. Tax-exempt bonds and possibly pension funds are two sources of financing for below market interest rate financing. In some situations tax increment financing can enable new development to support low and moderate income housing. These techniques should be used in appropriate cases.

In cases where the City directly assists an owner of rental housing, the City should ensure that the owner charges fair rents. The acceptance of reasonable rent guidelines should, in most instances, be an enforceable condition in exchange for the receipt of such public assistance. Rent guidelines or stabilization measures should be applied when a private residential property owner receives the following types of assistance:

(a) Direct financial assistance, such as a hardship grant;

(b) Special below-market rates for financing, such as a low-interest or non-interest bearing loan;

(c) Special treatment or application of a City code, such as deferred code compliance.

All rent guidelines should take into account inflation, maintenance and operating costs, and a reasonable rate of return for the property owner.

POLICY 2

Make maximum use of available federal and state housing subsidy programs.

The City has traditionally been a major user of federal and state housing subsidy programs. Cost limitations on some of the past programs have made them difficult to use in a high-cost central city setting. In the past the City has provided funds to close the gap between what the subsidy program provides and what it costs to construct or rehabilitate the housing.

The whole approach to support of low and moderate income housing production is being reexamined by the federal government. A complete restructuring of programs and an overall reduction of federal commitment is likely. The City should aggressively work to increase the federal commitment to housing and to assure that new programs "work" in San Francisco.

POLICY 3

Seek inclusion of low and moderate income units in new housing development.

Inclusion of low and moderate income units in new housing developments of appropriate size would be desirable. A portion of the units in a housing development should be required to be set aside for low and moderate income units, if public subsidies are available. If subsidies are not available and the situation allows additional density to be granted (such as by permitting greater height within established height limits, or approving a reclassification or a planned unit development to achieve greater density), it may be appropriate to require that a portion of the additional units be low and/or moderate income. The number of such units should vary according to the number of additional units allowed and the specific characteristics of the project.

POLICY 4

Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.

In recent years various pressures on the limited housing supply have resulted in substantial increases in rent levels causing displacement and economic hardship to those unable to pay those rent increases. As long as these pressures continue, a regulatory process should be maintained which stabilizes rent levels and protects tenants from excessive rent increases and arbitrary eviction while at the same time allowing the landlord a fair rent and sufficient incentive to maintain housing quality.

POLICY 5

Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

Energy efficiency may involve some features which add to the initial cost of a structure, but are highly cost-effective in terms of the life cycle or operating costs of the residential unit. Often, such features as orientation or window placement to optimize passive solar heating, and use of natural daylight, can be "designed in", at little or no additional cost. Weatherization of existing housing can usually pay for itself in a short time, resulting in lower utility bills and lower overall housing costs. These approaches should be pursued.

POLICY 6

Allow construction of a variety of innovative housing types that reduce cost.

Mobile homes and pre-fabricated housing can be a valuable source of shelter for low and moderate income households. While manufacturing techniques have vastly improved the quality of such structures, there are areas where these housing types might have adverse effects on the surrounding neighborhood. Mobile homes and pre-fabricated housing should be allowed, but only where it complements the character of the surrounding neighborhood.

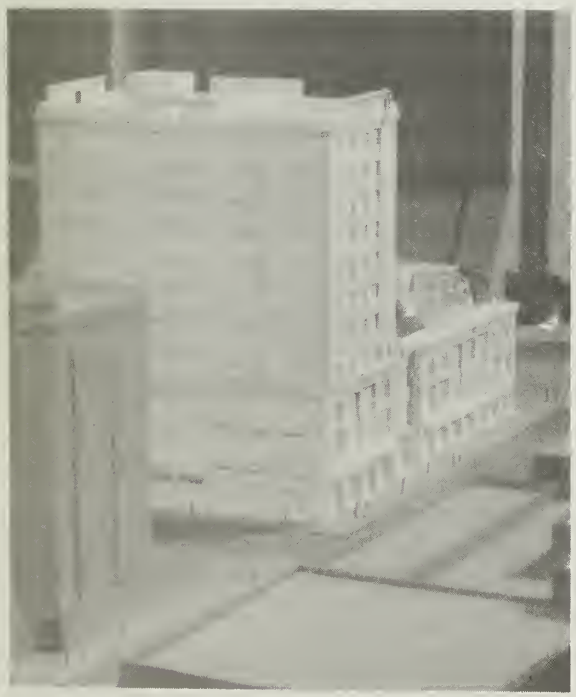
POLICY 7

Encourage non-profit and limited equity ownership of housing.

Housing owned by non-profit corporations whose specific purpose is to provide decent shelter to low and moderate income households can be an effective means of providing affordable housing. Similarly, conversion of buildings by their tenants to limited equity cooperatives and condominiums can stabilize and, as general housing prices increase over time, can lower housing costs. The City should encourage these forms of ownership.

POLICY 8

Ensure that office developments and higher educational institutions assist in meeting the housing demand they generate.



New or expanding commercial activities in the city increase the city's employment base. These new jobs are important to the residents of the city and of the Bay Area, and contribute to the continued economic vitality of the region. The workers filling these jobs need housing. Similarly, educational institutions provide needed services and contribute to the intellectual and cultural life of the city. At the same time, their faculties and students must be housed. Both office developments and educational institutions should assist in meeting the City's housing needs by contributing in some manner to the provision of additional housing.

POLICY 9

Streamline the permit and environmental review processes to expedite housing construction.

Delay in the project approval and evaluation process can add to housing costs. The City should make every effort to insure that projects are reviewed and evaluated in the shortest possible time, consistent with the City's interests as defined by the policies of the Master Plan. Priority processing should be given to projects that include housing affordable to low and moderate income households, or housing which is accessible to the disabled.

POLICY 10

Ensure that the city's codes and development requirements do not unnecessarily increase the cost of housing.

The City Planning, Building and Housing codes influence the price of new housing and the cost of maintaining existing housing. The City's codes should be reviewed regularly to ensure that standards and requirements do not unduly restrict needed housing development or unnecessarily increase the cost of housing. In administering codes, departments should regularly evaluate whether standards can be modified, without sacrificing quality and safety, to aid in lowering the cost of new housing. In hardship cases Housing Code requirements should be deferred to the extent legally permissible if all life safety hazards are abated. In particular, the City should extend the period allowed for code compliance to avoid potential displacement of low- or moderate-income households until replacement housing can be found.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 6

TO PROVIDE A QUALITY LIVING ENVIRONMENT.

Housing quality involves not only the physical condition of housing structure itself but also the condition of the surrounding neighborhood and the adequacy of its amenities, facilities, and services. Proper housing development must also address these matters.

POLICY 1

Assure housing is provided with adequate public improvements, services and amenities.

Many factors add to neighborhood livability, including the quality of schools, the effectiveness of police and fire services, and access to open space and recreational opportunities. Regular maintenance of streets and sidewalks, provision of street trees, and protection of residential areas from excessive traffic, are also important to neighborhood life. Good design of buildings can add amenity to the neighborhood. All of these factors should be addressed by the City in providing its residents a quality living environment.

POLICY 2

Allow appropriate neighborhood-serving commercial activities in residential areas.

Certain non-residential uses are desirable and appropriate in residential areas. For example, small pedestrian-oriented grocery stores, other convenience shops, and community services (such as child care) can meet frequent and recurring needs of residents without disrupting the residential character of the area. On the other hand, other types of non-residential uses are noisy, or unattractive, or generate excessive traffic, and therefore would be undesirable in residential areas.

Non-residential uses should be allowed in exclusively residential areas only if they meet the following criteria:

- The use is primarily pedestrian-oriented.
- The use serves the needs of the immediate residential neighborhood and does not draw significant trade from outside the neighborhood.
- The use does not displace a unit suitable for residential occupancy.
- The use does not disrupt or detract from the livability of the surrounding neighborhood.
- There are no suitable locations in immediately adjacent commercial or mixed commercial and residential areas.
- The design of the building is in keeping with the established residential character of the area, and all signs are carefully regulated.
- Truck traffic servicing the use is minimized, and truck delivery hours are restricted.

Non-residential uses may also be advantageous for residential areas if they are essential to the preservation of a landmark building, although the use should be compatible with the surrounding environment.

POLICY 3

Minimize disruption caused by expansion of institutions into residential areas.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational, religious, and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings also tend to be larger in scale and more intensely used than surrounding residential buildings. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by institutional expansion, the City should carefully review expansion plans. The needs of adjacent residential areas for housing, on-street parking and safe, quiet streets should be considered, in addition to the needs of the institution. Educational and medical institutions should be required to develop and submit master plans to the City, before the City reviews any specific expansion requests. Such a master plan should define long-term and short-range development plans of the institution. Early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.

POLICY 4

Promote development of well designed housing.

Residents of San Francisco should be able to live in well designed housing suited to their specific needs. To ensure that housing provides quality living environments and complements the design character of the surrounding neighborhood, the following guidelines should be applied in evaluating new residential developments:

Exterior Appearance

- Relate the design of new housing to the general design character of surrounding buildings.
- Relate the shape of new buildings to the form of adjacent structures.
- Encourage articulation of the building facade through use of set-backs, bay windows, cornice details, entry details and other variations in horizontal or vertical planes.
- Relate set-backs to the set-backs of adjacent buildings.
- Avoid disruptive intrusion into a well-defined interior block open space.
- Enclose parking and minimize the necessary number of garage doors and curb cuts.
- Landscape all set-backs and relate the type of landscaping to that of adjacent properties.
- Provide street trees if none exist.

Recreation/Open Space

- Provide adequate on-site usable open space where feasible.
- Relate the type, amount and location of open space to the types of households to occupy the building.
- Provide convenient access from interior living areas to the open space.
- Design open space with consideration for the local climate.
- Relate open space to the open space on abutting properties.

Environmental Factors (Sunlight, Topography, Noise, Climate)

- Expose all units to natural light, and avoid severely reducing the light falling on adjacent buildings and open spaces.
- Insulate units from the intrusion of exterior and interior noise.
- Relate building construction to the topography, geology and climate of the area.
- Apply energy conservation measures in the design of the building.

Security

- Incorporate concepts of security in the design of the building, especially in the number of units per entrance, sense of personal space and ability of the residents to effect self-policing of the grounds and immediate surroundings.

Maintenance

- Use building materials which minimize maintenance needs and which maximize the potential life of the building.

POLICY 5

Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

Proposed new developments are given environmental evaluation which involves consideration of conformity of the development with the City's objectives and policies, including those expressed in the Master Plan. Projects with substantial adverse environmental impacts should be considered in conflict with the Master Plan, in the absence of substantial and overriding social or economic factors. Land use controls and the environmental review and discretionary review processes should be closely coordinated to obtain modification in development plans to eliminate or mitigate substantial adverse environmental impacts or Master Plan conflicts.

ACCESSIBILITY

OBJECTIVE 7

TO PROVIDE MAXIMUM HOUSING CHOICE.

Population diversity is one of San Francisco's important assets. To retain this diversity, a variety of housing opportunities should be available. Households should be able to choose the form of tenure most suitable to their needs, from either the rental or ownership housing stock. A variety of unit sizes is also important, so that both larger and smaller households can be accommodated in adequate numbers. Units of varied costs are necessary to provide opportunities for households of different income levels. Finally, there should be units with special features suitable for households with special needs.

Social and economic factors can discriminate against certain population groups and limit their housing opportunities. Racial minorities face constraints as to where they can live, leading to patterns of economic and racial segregation. Families with children are constrained by the types and sizes of units available to them; suitable units tend to be limited by erosion of the older housing stock and discriminatory rental practices. Standard housing units with special features for elderly and handicapped persons are in short supply. If San Francisco is to retain its economic, racial and cultural diversity, opportunities should be expanded for population groups for whom affordability and accessibility are crucial.

POLICY 1

Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color or disability.

To insure housing opportunities for all people, the City should assist in the implementation of fair housing and anti-discrimination laws. The City should make use of opportunities in its interaction with community groups, businesses, and other agencies to eliminate housing discrimination. In addition, owners of City-assisted new and converted residential buildings should be required to adopt affirmative sales or rental policies.

POLICY 2

Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.

Disabled San Franciscans are less able to compete for scarce housing units, in part because so many are not

physically accessible to them and in part because the disabled often have lower than average incomes. The City should take an active role to expand the availability of units suited to households with special needs. Housing could be made accessible or adaptable to the disabled. ("Accessible" means that the housing presents no physical barriers to handicapped people. "Adaptable" means housing whose entry and circulation are designed and constructed so that the unit can be made fully accessible by making relatively minor adjustments and additions rather than structural changes.) All housing newly constructed or substantially rehabilitated with city assistance should be made adaptable to the disabled and a portion of such housing (the goal should be at least 10%) should be made fully accessible.

POLICY 3

Promote the availability of units suitable for groups with special housing needs including large families, the elderly, and those needing group housing and emergency shelter.

In addition to the disabled, other households with special needs have difficulty finding suitable housing in San Francisco. Many large families, newly immigrated to the United States, are crowded into units designed for much smaller households. Many of the City's elderly citizens occupy housing which is not designed to meet their special needs. Shelters are not available in sufficient numbers to meet the needs of the city's homeless population. The psychiatrically disabled also have special housing needs. The City should take an active role to encourage the expansion of the availability of housing units suited to needs of these groups.

POLICY 4

Eliminate discrimination against households with children.

Households with children often have difficulty in finding suitable housing because many landlords do not want children as tenants. The City should prohibit discrimination against children and encourage the construction of units suitable for families with children.

POLICY 5

Encourage economic integration in housing.

Patterns of economic segregation are evident in San Francisco. Although housing opportunities for low- and moderate-income households are available in many areas of the city, they tend to be concentrated in a few areas. Special efforts should be made to expand housing opportunities for households of lower-income levels in other areas.

Private reinvestment in many areas of the city is resulting in displacement of low- and moderate-income households by higher income groups. Special efforts should be made to retain some low- and moderate-households in these areas.

POLICY 6

Provide adequate rental housing opportunities.

Since approximately two-thirds of San Francisco's residents are renters, the availability of sound rental housing is of major importance, especially for the young and elderly population, who tend to rent, rather than own, their residence. Low vacancy rates and high rents are indicators of a continuing demand for rental housing. At the same time market conditions, many of which are beyond the control of the City, are such that fewer rental projects have been built in recent years. The lack of development of rental housing is tied to many factors (capital costs, alternative investment opportunities, etc.), many of which are beyond the control of the City.

Nonetheless, the public sector should make a concerted effort to do what is within its control to encourage the development of rental housing and to ensure that there is an adequate supply. The loss of existing rental housing should be discouraged, particularly in areas of the City where few rental opportunities exist.

POLICY 7

Expand opportunities for home ownership.

The City should work to expand opportunities for owner-occupancy of housing and develop special programs to facilitate home ownership for households of varied income levels.

It is important that households be ready and able to assume the financial and management responsibilities of home ownership. To protect housing purchasers, the City should explore establishing such safeguards as presale inspections for all property transfers and should encourage home ownership counseling services.

POLICY 8

Regulate the conversion of existing rental apartment buildings into condominiums or cooperatives.

Conversion of existing rental apartment buildings to condominiums or stock cooperatives brings into conflict two desirable goals — expansion of homeownership opportunities and preservation of the existing rental housing stock. Conversions expand the amount of housing available for purchase but they do so by reducing the number of units available for rent and in the process displace existing tenants who cannot or do not wish to buy. In order to resolve this conflict, it is recommended that conversions be regulated by ordinance in such a way as to:

- Preserve a reasonable balance between ownership and rental housing in San Francisco by providing for an annual limitation on the number of units which may be converted in any one year;
- Promote the meaningful expansion of homeownership opportunities for existing tenants and prevent the displacement of existing tenants by requiring a high degree of tenant intent to purchase their rental unit as a condition of approval;
- Reduce the impact of such conversions on non-purchasing tenants who may be required to relocate by providing procedures for relocation, and providing for the reimbursement of costs resulting from such relocation;
- Prevent the displacement of elderly and disabled tenants by assuring them of extended leases to remain in their units subsequent to conversion;
- Assure that purchasers of converted housing have been properly informed as to the physical condition of the structure offered for purchase;
- Prevent the effective loss of the City's low and moderate income housing stock by requiring sales price limitations on those units proposed for conversion which are found to be part of the low or moderate income housing stock;
- Expand the supply of the City's low or moderate income housing stock by providing a minimum of ten percent low or moderate income housing units in any condominium subdivision or by construction of an equivalent number of such units elsewhere, or by in-lieu payments into a City Housing Development Fund.

During periods when the demand for rental housing is high yet new market rate construction is confined almost exclusively to ownership housing (and thus rental units lost through conversion are not being replaced) continued condominium conversion will result in a shift in the balance between ownership and rental housing. During

such periods, new construction should provide the majority of homeownership opportunities in multi-unit buildings. Conversions of existing rental units should be limited to the following situations:

- Conversion of existing residential buildings containing less than 30 units may be allowed when the occupants seek conversion to improve their housing opportunity.

- Conversion of long-vacant residential buildings should be allowed when it provides a guaranteed resource of affordable homeownership housing, inasmuch as new construction, without public subsidies, cannot provide such a resource.

POLICY 9

Ensure a distribution of quality board and care facilities.

Because of the availability of certain types of residential buildings and services in certain parts of the city, board and care facilities have tended to become concentrated in those areas. Applications for new facilities may continue to reinforce these concentrations unless they are carefully reviewed. It is desirable that board and care homes be distributed throughout the city so that people are offered a choice of locations and over-concentration of facilities in particular neighborhoods is avoided. Unless special circumstances warrant, the City should discourage new board and care homes in areas with existing concentrations of such facilities. In reviewing applications for board and care homes, the following factors should be among those evaluated:

- Number of board and care homes already operating in the area.

- Accessibility to recreational facilities and open space.

- Proximity to commercial areas and shopping.

- Proximity to community services.

POLICY 10

Promote the availability of units suitable for persons with varied lifestyles.

The City should support development of housing which can accommodate varied lifestyles. Changing social patterns and economic forces have changed the living patterns of many families and individuals. For instance, artisans have established living and working units in industrial areas where more space is available at lower cost. Congregate housing with central eating facilities is an alternate form of housing being used by many elderly households. These various types of living arrangements should be encouraged because they satisfy the needs and preferences of certain households, and frequently result in more efficient use of scarce land, space and energy than conventional living situations.

DISPLACEMENT

OBJECTIVE 8

TO AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT.

Because of the economic and social hardships involved when a household is forced to move, and the difficulty of funding replacement housing at comparable rents, every reasonable effort should be made to minimize the need to displace residents, particularly those with lower incomes or families with children, from their homes.

POLICY 1

Minimize relocation hardship and displacement caused by the demolition or conversion of housing.

Private demolition of housing can cause particular hardships because of the absence of relocation assistance programs for displaced households. Property owners should provide assistance in finding suitable relocation housing if any lower-income households are to be displaced. Property owners should inform tenants at the earliest possible date of any proposed demolition plans and should arrange for counseling assistance for the displaced households. Owners should not be permitted to demolish existing housing units until efforts have been made to assist tenants in obtaining relocation housing.

POLICY 2

Permit displaced households the right of first refusal to occupy any replacement housing units.

To minimize displacement and help protect the population already residing in an area, persons temporarily or permanently by publicly sponsored or assisted rehabilitation or new construction should be given the right of first refusal to occupy their former unit or a unit in the new structure. In cases of existing units converted to condominium or cooperative ownership, existing tenants should be given the right of first refusal to purchase the converted units.

POLICY 3

Provide relocation services where publicly funded actions cause displacement.

When displacement does occur as a result of public actions, uniform relocation services (counseling, locating replacement housing, and moving expenses) should be provided regardless of whether the displacement is caused by federal, state or locally funded activities.

REGIONAL COORDINATION

OBJECTIVE 9

TO ADDRESS HOUSING NEEDS THROUGH A COORDINATED REGIONAL APPROACH.

Housing is a regional concern. Problems such as the inability of large numbers of people to afford decent housing, inequities and discrimination in the housing market, and the inadequacy of public resources cross the boundaries of local jurisdictions and cannot be addressed solely on a local level. Region-wide strategies are needed. Investment decisions made by the private sector are rarely confined to the limits of single governmental jurisdictions — broader housing market areas are considered. A strategy dealing with housing problems in the Bay Area must therefore involve a regional approach. Furthermore, effective solutions to housing problems in the Bay Area can be developed only if all agencies and organizations dealing with housing in the Bay Area coordinate their activities.

POLICY 1

Encourage the balancing of regional employment growth with the development and growth of housing in the region.

San Francisco is part of the larger regional economy of the Bay Area and economic decisions made by one community often affect other communities in the region. Thus decisions made by some cities to limit commercial or residential growth impact other cities in the region. Efforts should be made to balance employment and housing growth within the region and to distribute employment and housing throughout the region.

POLICY 2

Encourage rehabilitation and development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

New residential development and rehabilitation of existing housing should be planned to conserve open space and to take advantage of the availability of employment opportunities, public transit systems, and community services. San Francisco should take an active role in promoting quality new housing development in the Bay Area which will not generate adverse impacts on the environment. In addition, San Francisco should promote and support housing rehabilitation throughout the region.

POLICY 3

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.

Local communities throughout the Bay Area should accept responsibility for housing families of all income levels. At the present time, most of the region's subsidized housing for low- and moderate-income households is concentrated in the central cities, including San Francisco. Housing opportunities for low- and moderate-income households should be available throughout the region, and all localities in the Bay Area should provide their fair share of such housing. Responsibility should be shared by the public and the private sector.

TRANSPORTATION

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

GENERAL

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION.

POLICY 1

Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

POLICY 2

Give priority to public transit as the means of meeting San Francisco's transportation needs, particularly those of commuters.

POLICY 3

Coordinate regional and local transportation systems and provide for interline transit transfers.

POLICY 4

Ensure choices among modes of travel and give priority to each mode when and where it is most appropriate.

POLICY 5

Assure expanded mobility for the disadvantaged.

POLICY 6

Develop a financing system for transportation in which funds may be allocated without unnecessary restriction for priority improvements according to established policies.

POLICY 7

Seek means to reduce peak travel demands.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 1

Support and strengthen regional efforts toward a city-centered region through development of the regional rapid transit system.

POLICY 2

Use transportation improvements in the city as catalysts for desirable development, and coordinate new facilities with public and private development.

POLICY 3

Reduce pollution and noise.

POLICY 4

Design and locate facilities to preserve the natural landscape and to protect views.

POLICY 5

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

POLICY 6

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile and automobile parking facilities.

MASS TRANSIT

OBJECTIVE 3

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

POLICY 1

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

POLICY 2

Intensify overall transit service in the "central area."

POLICY 3

Improve inter-district and intra-district transit service.

POLICY 4

Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.

POLICY 5

Clarify transit routing and establish "transit centers."

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

POLICY 7

Consider possibilities for supplementary, privately operated transit services.

POLICY 8

Establish frequent and convenient transit service to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

OBJECTIVE 4

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

POLICY 2

Where significant transit service is provided by buses, bridges and freeways should have exclusive bus lanes.

POLICY 3

Provide transit service from residential areas to major employment centers outside the downtown area.

POLICY 4

Make future rail transit extensions in the city compatible with existing BART or Muni rail lines.

POLICY 5

Continue ferries and other forms of water-based transportation as an alternative mode of travel between San Francisco and the north bay.

VEHICLE CIRCULATION

OBJECTIVE 5

ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ~~ARE~~ CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 1

Divert through automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares, and limit major thoroughfares to nonresidential streets wherever possible.

POLICY 2

Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

POLICY 3

The existing vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced where possible.

POLICY 4

Discourage non-recreational and nonlocal travel in and around parks and along the shoreline recreation areas.

OBJECTIVE 6

PROVIDE FOR CONVENIENT AND SAFE MOVEMENT AMONG DISTRICTS IN THE CITY DURING NORMAL TRAVEL PERIODS.

POLICY 1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major thoroughfares.

POLICY 2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

PEDESTRIAN CIRCULATION

OBJECTIVE 7

PROVIDE SAFE AND PLEASANT SPACE FOR PEDESTRIANS.

POLICY 1

Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.

POLICY 2

Retain streets not required for traffic for pedestrian circulation, open space use, and density controls.

POLICY 3
Ensure convenient and safe pedestrian crossings.

POLICY 4

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

BICYCLES

OBJECTIVE 8

PROVIDE FOR THE SAFE AND CONVENIENT USE OF THE BICYCLE AS A MEANS OF TRANSPORTATION AND RECREATION.

POLICY 1

Increase the availability of information for commute cycling.

POLICY 2

Expand and improve bikeways in accordance with State standards, incorporating the series of passes between hills that are essential to bike travel.

POLICY 3

Eliminate hazards on designated bikeways and on commute streets.

POLICY 4

Accommodate bicycles on regional transit facilities and important regional transportation links.

POLICY 5

Utilize available bicycle facility funding for projects in San Francisco.

POLICY 6

Prevent bicycle accidents through bicycle safety education and improved traffic enforcement related to bicycle use.

OBJECTIVE 9

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

POLICY 1

Include facilities for bicycle users in governmental, commercial and residential developments.

POLICY 2

Provide adequate and secure bicycle parking at transit terminals.

POLICY 3

Emphasize security in bicycle parking design.

CITYWIDE PARKING PLAN

OBJECTIVE 10

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

POLICY 1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

POLICY 2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

POLICY 3

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder bus service.

POLICY 4

In any large development, allocate a portion of the off-street parking spaces for compact automobiles.

POLICY 5

Make existing and new accessory parking available to the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

POLICY 6

Limit parking facilities over the water, and near the water's edge where such parking interferes with public access.

OBJECTIVE 11

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

POLICY 1

Limit the provision of long-term parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

OBJECTIVE 12

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

POLICY 1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses. Encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

POLICY 2

Use existing street space to increase residential parking where off-street facilities are inadequate.

POLICY 3

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

OBJECTIVE 13

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

POLICY 1

Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

TRANSPORTATION

INTRODUCTION

The Plan for Transportation is composed of several sections, each of which deals with an important component of the transportation system. The plan sections are (1) Mass Transit, (2) Vehicle Circulation, (3) Pedestrian Circulation, (4) Bicycles, (5) and Citywide Parking. (The Downtown Plan contains a section on Downtown Transportation.) Each consists of objectives and policies regarding a particular segment of the master transportation system and related maps which describe key physical aspects. Since these modal plans are alternative travel systems which often parallel each other, they must be read together to understand the functions assigned to each and their characteristics. Each must also be understood in relation to the other elements of the Master Plan of the city.

An overall framework for the separate plan components is provided by the statement of General Objectives and Policies for Transportation, which introduces the Plan. The two general objectives are intended to express desirable goals. They may not always be in harmony. For instance, it may not be possible to satisfy all travel needs in the most convenient manner and at the same time maintain a transportation system which preserves and promotes a desirable living and working environment, supports development in the right locations, and is financially reasonable. Each specific proposal or policy in the separate plans might well be seen as a compromise among these overall objectives and policies, based on weighing the advantages, disadvantages and costs of various alternatives.

REGIONAL TRANSPORTATION POLICIES

Map 1

- CITY CENTER
- MAJOR REGIONAL HIGHWAY
- MOUNTAINS
- RAPID TRANSIT Interregional and Regional
- REGIONAL AIRPORT

A Major interregional and interstate automobile and truck movements should occur east of the metropolitan area, on the main spine of the Interstate Highway System.

B Regional highways should provide access among parts of the region, generally on the periphery of city

C Intercity and interregional rail and bus terminals, but not airports, should be located in city centers.

D The regional rapid transit system should provide direct access from city centers to other city centers and to all regional airports.

Fundamental Assumptions

Automobile Travel in the City

The impact of automobile traffic on the San Francisco environment is an undeniable problem. Increasing traffic portends more damage in addition to greater difficulty and inconvenience in traveling by car within the city. A basic assumption of the Transportation Element is that a desirable living environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods must be used to control and reshape the impact of automobiles on the city and to use other means of transportation to improve the environment.

One method for controlling automobiles is to limit the capacity of streets and highways, especially those entering the city. Some such limits will be necessary to prevent commuter travel from changing the character of many parts of the city and overburdening local streets.

A second method is to improve transit service in order to make it at least as efficient and comfortable as the private auto, both for commuters and for residents with many kinds of trip purposes. While some people ride transit because they have no alternative, others will ride only if transit is the better way to travel. Within San Francisco, fortunately, the Municipal Railway has maintained a higher level of service than most cities. The approach can be made even more positive by "selling" transit with continuously better service to attract more riders. It is an assumption of this Element that the convenience and comfort of transit service will have to be increased sufficiently to attract a larger proportion of total travel within the city.

Another method for controlling the total level of automobile traffic, but the least desirable one, is that of accepting congestion in certain circumstances. Congestion signals to travelers that the system is overloaded and that the particular route or time for travel is not an efficient one. At the same time congestion is an implicit control on traffic volumes because it restricts the number of vehicles which can move through a limited space. No one likes congestion; it involves loss of time, inconvenience and frustration. It may also increase pollution and encourage drivers to use residential streets. On the other hand, when a great many people desire to travel at the same time to the same place, it is unavoidable. (This is also true for transit.) Those who can do so should travel at a different time or to a different place. It is assumed that congestion can never be totally eliminated: the costs —both monetary and environmental — of providing for potential peak traffic flows would be too high. In addition, in some circumstances congestion must be used to restrict total traffic volumes, particularly during interim periods when transit is being improved or where the cost of providing convenient automobile travel is unacceptable.

Another method of restricting the impact of automobile traffic is to confine major movements to certain routes. It is a principle of the Element to do this, while providing for convenient automobile movements where they are necessary or desirable.

Commuter Travel to the City

While the resident labor force is increasing, and expectations are for an increase in the ratio of workers per household, San Francisco's continuing growth in employment is anticipated to result in a continuing growth in commuter travel to the city.

Any increase will require expanded transportation, since existing facilities are strained to capacity during the rush hours. The need to provide greatly expanded facilities poses both environmental and financial problems: growth, like everything else, has its costs. This is true, not merely in the case of transportation, but also for a variety of municipal services.

It may be that the city can support only a certain level of employment of nonresidents without unacceptable costs, just as available services and facilities can support only a certain residential population if environmental standards are to be maintained. Transportation planning can be used to guide, shape and control growth itself and should therefore relate to the issue of growth. However, the exact effects of growth in terms of costs and benefits and what should be done to prevent undesirable results are not clearly understood at this time. What is a desirable level of employment is difficult to assess; little is known about the consequences either of allowing unlimited expansion or of attempting to limit growth. For this reason a consensus on this issue is difficult to achieve. The Transportation Element will require changes as knowledge of these factors improves and as public agreement on values is more clearly defined.

The assumption of this Element is that, until an optimum employment level is determined, the city should assess each new transportation project on the basis of the ability of the transportation system to accommodate additional commuter travel and the impact on the quality of San Francisco's environment. To this end the Element assumes that all additions to the commuter load as a result of job growth in the city should be accommodated by public transit. Consequently the Element does not recommend new facilities which would increase the number of cars entering the city. Automobiles cannot be the primary means of commuter travel. Even without further growth in demand, increased transit use is required to alleviate the congestion and undesirable side-effects of commuter travel through the city's neighborhoods.

Resident Travel Demand

Information on current citywide resident travel needs and desires is incomplete, although the Department of Public Works has collected substantial data on specific types of travel. Assumptions as to future demands can, however, be generalized. The chief trend will be an increase in the number of trips by individuals for shopping, recreation, entertainment and other travel not related to employment. Rising incomes and increased leisure time will be the basis for growth in non-work travel, as in the past. Most of these trips occur during the non-peak hours with destinations outside downtown and even outside the city, both on weekdays and on weekends. Weekend recreational travel, especially, will continue to grow rapidly.

At present from 70 percent to 90 percent of this non-work travel is by automobile. If this pattern continues, as is likely for some time, automobile traffic during the non-peak hours and on weekends will increase faster than during peak hours. Although streets built to peak hour capacities link downtown with districts in the city, the same kind of capacity often does not exist for inter-district traffic. As a result, congestion and lengthy travel times may become more serious for crosstown travel than for travel to downtown. It is doubtful that the use of automobiles to satisfy most or all of this travel demand can be accommodated without unacceptable environmental costs and losses in housing and business space necessitated by street widenings or freeway construction. Public transit must be expanded to accommodate this travel need, in addition to the peak-hour commuter function.

Financing and Technology

No radical change in transportation technology is expected, although improvements taking advantage of existing industrial techniques, as in BART, will occur. The basic requirements of transportation systems, in terms of network organization, space consumption, power sources, and speed, probably will not change. It is still reasonable to plan for systems requiring normal rights-of-way, a choice between private or shared vehicles, electric or gasoline power, and normal terminal and collection-distribution requirements.

In the case of finance, federal and state expenditures have weighted transportation decisions at all levels of government too heavily in favor of automobile transportation. The resulting imbalance must now be corrected.

Even with further assistance from federal and state government, San Francisco will have to finance a large portion of transit improvements itself. In some cases new facilities will be made very expensive by the necessity of below-grade construction to protect the environment. It will be essential to conserve resources by making the best possible use of existing facilities, making the street system serve more functions, making the fullest use of the existing inventory of transit vehicles, and encouraging private enterprise to supplement government action, in the areas of freight delivery systems, ride-sharing, flexible work hours, supplementary transit, public transit financing, pedestrian movement, and parking. It will also be important to assure that nonresidents coming to the city pay their fair share of the costs of facilities provided by the city.

The Role of Government

All levels of government have long been involved in transportation planning and development, but this is especially the case at the local level. The city builds and maintains the streets, operates the transit system, builds parking facilities and runs the port and airport. The reason for government involvement and control is that in a fundamental sense all transportation is public: common facilities must be provided.

A division of transportation responsibilities among governments by level and area is possible, but it is beginning to seem less useful to allocate transportation functions by mode or facility among separate agencies within one level of government. In the Bay Area and in San Francisco there are a multiplicity of agencies responsible for various aspects of transportation operations. In the city, responsibilities are shared by the Public Utilities Commission, the Department of Public Works, the Police Department, the Airports Commission, the Port Commission, the Parking Authority and the Department of City Planning. Each of these agencies not only has some part of the transportation function but also has many other responsibilities. More coordination is required; reorganization and consolidation of transportation functions would be desirable as a part of a general restructuring and streamlining of city government. Coordination of transportation planning with land use planning and development is especially important.

OBJECTIVES AND POLICIES

GENERAL

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION.

The city's first responsibility in the planning and operation of its transportation system is to provide the mobility necessary to its residents in pursuing a wide range of opportunities for work, education, recreation and contact with others. The city must also provide for the many persons who come to San Francisco for work and pleasure and who contribute to the life of San Francisco.

Residents and visitors present a formidable array of demands for transportation services and facilities. Since all transportation facilities must by their nature be shared, at least in part, the transportation system can meet each individual's special needs only to a limited extent. A balance must be struck between the ultimate goal of providing convenient travel for all people to their desired destinations and the costs, both monetary and environmental, that such a transportation system might require.

POLICY 1

Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

Citizen involvement in all planning is essential. At least three different levels of citizen participation can be recognized in transportation planning. First, citywide participation is required for decisions on citywide problems, policies, and facilities. Almost all major improvements have citywide implications and should be subject to citywide discussion and debate. Second, most citywide facilities have some special impact on a particular part of the city, and therefore on the residents and businesses in that area. Residents should participate actively in the specific design of these facilities, even though some of the basic decisions have been made on a citywide basis. Third, some improvements and changes have only very localized impacts and, in such cases, the residents of the affected area should be more directly involved in planning decisions.

POLICY 2

Give priority to public transit as the means of meeting San Francisco's transportation needs, particularly those of commuters.

In order to maintain a desirable living and business environment in San Francisco, the use of mass transit must assume a high priority to ensure mobility for commuters and residents alike. Mobility is ideally provided by a multimodal system, but where a choice must be made to either provide public transit or accommodate the private automobile, public transit should receive the priority.

Improvements or additions to the city's transportation system should involve investment in permanent mass transit facilities and equipment, and street improvements designed to facilitate transit movements. Street improvements designed to facilitate automobile movement should be limited to those that at minimum expense can ensure safe automobile travel.

POLICY 3

Coordinate regional and local transportation systems and provide for interline transit transfers.

Transportation facilities are interdependent, and efforts should be made to ensure an efficient system by coordination of local and regional efforts. The regional and local transit systems must be closely linked to provide for transfers. Similarly, regional highways and freeways must be integrated with the local street system. Costly mistakes and service redundancies can be avoided by advance planning and agreement among the many agencies involved in transportation planning affecting San Francisco and the Bay Area.

All transit should provide free transfers between routes for travel within the city, although fare increments are justified for travel outside the city by BART, ferry or bus. A transfer arrangement should be made among BART, Muni and other systems to allow for transfers from regional to city systems at a reasonable incremental cost.

POLICY 4

Ensure choices among modes of travel and give priority to each mode when and where it is most appropriate.

San Francisco and the Bay Area have various means of travel: automobile, bus, streetcar, taxi, cable car, ferry, railroad and BART. Walking and bicycling are used by many people. Flying is occasionally used as a means of intra-regional travel. Each mode of travel has special advantages or disadvantages for certain types of trips and for certain origins and destinations. The least costly or most convenient means to satisfy travel demand is not necessarily the best in the context of comprehensive planning: cost or convenience must usually be balanced against effects on the environment and impact on land use and development patterns.

A multimodal transportation system preserves a wider range of choice and satisfies a larger number of people's transportation needs than a single mode. However, there are certain types of trips in the city and region which would favor a single mode: for example, rail rapid transit to serve commuters between the region's three major city centers and the airports. In those instances, priority should be established in accordance with that mode's superiority in satisfying travel needs and other elements of the Master Plan, including housing, recreation and urban design policies.

POLICY 5

Assure expanded mobility for the disadvantaged.

Expansion of opportunities for the poor and the underemployed for work, education and recreation depend to a large extent on the adequacy of the transportation system in serving their needs and on the cost of travel to them. The transportation system must be used in part as a tool for improving the situation of less advantaged residents by providing inexpensive and convenient service to areas of growing employment, as well as to educational institutions, medical services and recreation facilities.

POLICY 6

Develop a financing system for transportation in which funds may be allocated without unnecessary restriction for priority improvements according to established policies.

Federal, state and even local financing available for transportation is generally restricted to certain modes of transportation or to certain kinds of improvements. There are funds earmarked for highway improvements, for rapid transit, and for local streets.

Maintenance and development of a multi-modal transportation system responsive to changing travel demands requires that funds be available for allocation according to the need for specific projects. To maintain flexibility, taxes and funds should not be restricted to a specific type of improvement for long periods of time.

POLICY 7

Seek means to reduce peak travel demands.

Peaking of travel demands during "rush hours" results not only in congested traveling conditions in the morning and evening periods, but in high public costs as well, since it is peak demand that the transportation system is designed to accommodate. Therefore, by spreading work trip arrival and departure times over a longer period the capacity of the system can be used more efficiently. For the city's transit system this means less crowding, shorter loading times, increased reliability of service and ultimately lower operating and capital costs. For the streets and highway system it means less congestion, less automobile emissions and a diminished necessity for high capacity freeways. Administrative devices such as staggering work hours, encouraging shoppers and visitors not to travel during peak hours, altering school hours, and implementing differential bridge tolls would spread the demand over a longer period of time and permit more efficient use of the transportation system.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

The use of a transportation system to guide the development and improvement of the city and the region is the necessary counterpart to its function in providing mobility for residents. Mobility is not itself an ultimate goal;

people only travel when there are places to which they want to go and activities in which they want to engage. The transportation system should be used to ensure the preservation or creation of desired activities and facilities. Travel needs cannot be satisfied without consideration of other elements of city life. The modes of transportation used, as well as the location of routes and design of the system, have a large influence on development patterns and the quality of the overall environment. There must be recognition of the system's impact and conscious design and use of transportation improvements to facilitate desirable change and to preserve what is good.

POLICY 1

Support and strengthen regional efforts toward a city-centered region through development of the regional rapid transit system.

The development of an extensive network of rapid rail transit linking the major centers of the region is required if a regional, city-centered plan is to be achieved. Care must be taken to locate routes so that the transit system itself will encourage more intensive growth in existing cities or the development of well-planned new cities. Highways should also be located and designed to avoid encouraging scattered, unplanned patterns of growth.

POLICY 2

Use transportation improvements in the city as catalysts for desirable development, and coordinate new facilities with public and private development.

Major transportation improvements, such as BART stations in San Francisco, may be expected to generate changes in land uses and developments geared to take advantage of the new access provided. Public and private improvements and developments should be coordinated with transportation projects in advance to ensure that advantage is taken of the opportunities afforded. Transportation improvements should be located and designed to support desirable development or services recommended in other elements of the Master Plan. Development should be regulated, however, so that it will be compatible with the areas surrounding new stations.

POLICY 3

Reduce pollution and noise.

Gasoline-powered automobiles and diesel buses pollute the air and generate substantial noise, in comparison with electric vehicles. The city has long been committed to transit powered by electricity, and this commitment has maintained a high level of environmental quality. The use of automobiles for travel and of motor coaches for mass transit must be limited. Technological changes may be forth-coming which will lower pollution. But until they are available the city should extend its commitment to an electrical transit system. Future city programming should work toward noise tolerance ordinances and other noise control actions, both by administrative and operational means. For instance, where it is not feasible to use the existing electric transit vehicles, diesel buses should be replaced by quieter and less polluting transit vehicles. Another example is the placement of stop signs in relation to topography to avoid substantial noise caused by acceleration and deceleration.

POLICY 4

Design and locate facilities to preserve the natural landscape and to protect views.

The Embarcadero Freeway has become for San Franciscans a symbol of insensitivity to the landscape in the design of transportation facilities. Its abrupt termination has become a symbol of San Franciscans' determination to preserve the natural beauty of the city. Care must be taken to ensure that street and transit improvements are made to enhance the beauty of the city and to protect views of the bay, the ocean and the hills.

POLICY 5

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

The manner in which the transportation system is organized influences patterns of community association and neighborhood physical identity. Transportation deci-

sions may therefore contribute to or undermine social and environmental stability. Through traffic routes should not split neighborhoods or pose insuperable barriers to movement among them. Street design and location of parking should contribute to the establishment of pedestrian-oriented neighborhood centers where residents may congregate. Major transit routes and specific feeder systems should be located to provide good access to and from neighborhood centers for nearby residents.

POLICY 6

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile and automobile parking facilities.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people where they want to go. Single occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares and the need to reduce auto emissions. Individuals, government agencies and private businesses have a responsibility to find and use ways to travel other than the single occupant private vehicle.

Actions which make transit more convenient, economical and reliable should continue to be a high priority in San Francisco. For those work trips which cannot conveniently be made by transit, carpooling provides efficient use of private vehicles and should be encouraged.

- Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass", could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces could be reserved for those persons who carpool.

- Institutions should be encouraged to pursue transit alternatives for their employees, visitors and users. Access via existing transit is possible for most major institutions and its use should be encouraged by providing information on routes and schedules to all employees and visitors or clients. Where transit is not available or is inadequate, institutions should explore the possibilities of organizing carpools or commuter subscription buses, providing shuttle buses to major transit routes or advocating adjustments in existing Muni or regional transit to better serve the institution.

- City government should encourage efficiencies in the use of the transportation system through cooperation with businesses and institutions and the provision of technical assistance in implementation of such programs. Consideration should be given to providing for the substitution of developer or building owner supplied transit or transit subsidies in lieu of otherwise required parking. The city's taxing power should be used to promote the efficient and appropriate use of the parking supply and to encourage the use of transit and carpooling. For instance, where it is appropriate to promote the use of existing off-street parking spaces for short-term parking, a lower parking tax rate could be imposed on spaces used for less than four hours. Additionally, an in-lieu tax on second and third vehicles might serve to control the number of automobiles in densely populated neighborhoods and encourage the use of transit for work trips.

CRITERIA FOR MASS TRANSIT PRIORITY

Mass transit should be given priority for the following kinds of trips and/or in the described areas:

- For work trips generally within San Francisco and other densely developed parts of the region, especially to all major employment centers.
- For intercity trips between core areas of major cities and for travel to core areas in general.
- For trips occurring generally during periods of high travel demands.
- Where demand for travel between any two or more relatively compact or densely developed areas is high.
- In areas where large numbers of people with limited means or low automobile ownership reside.
- Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.
- Where required or useful to stimulate development.
- For trips to major recreation areas and to sports, cultural and other heavily attended events.

CRITERIA FOR AUTOMOBILE PRIORITY

Automobiles should be given priority for the following kinds of trips and/or in the described areas:

- For trips occurring where transit is too inconvenient or not available, and for trips that by their nature are not adaptable to transit.
- For intra-regional trips outside the major cities and for intercity trips between non-core areas of the major cities.
- For work trips from outlying low-density residential areas to outlying places of employment.
- Where business travel requires the use of an automobile.
- In areas having the capacity to absorb additional vehicular traffic without substantial environmental damage or conflict with land uses and where transit would be prohibitively costly in relation to the number of riders served.

CRITERIA FOR PRIORITY FOR WALKING, BICYCLING, OR SHORT-DISTANCE TRANSIT VEHICLES

Walking, bicycling, or short-distance transit vehicles should be given priority for the following kinds of trips and/or in the specified areas:

- In parks and other recreational areas, and where slow movement, bicycling or walking is part of a recreational experience or necessary to preserve the natural environment.
- Where concentration of activity is so high that more convenient access among interrelated activities may be achieved by walking or limited distance "people-movers" than by other modes.
- For short trips between residences and neighborhood convenience shopping and recreational facilities, and for intra-neighborhood visiting and socializing, where walking or neighborhood-oriented, short-distance transit vehicles (such as jitneys) provide a quick and convenient means of travel.

MASS TRANSIT

OBJECTIVE 3

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

San Francisco has one of the best and most extensive transit systems for a city of its size. Nevertheless, the city should work for an even better system. Without further mass transit improvements, the objectives of the Transportation Element and of other elements of the Master Plan cannot be achieved. It is recognized that travelers cannot be diverted from automobiles to transit unless transit provides equal or better service. It is also recognized that consistently high patronage must be obtained to justify the costs of a good transit system. Transit must take the lead in attracting travelers by offering the quality of service desired; one test of the service is the level of patronage achieved, another is its public image.

If residents are to have access by transit to desired destinations, service must be extended to within a reasonable walking distance of their homes. In addition, transfers should be minimal, as the need to transfer is a recognized deterrent to transit usage. In general, one-fourth mile should be the greatest walking distance necessary to reach a transit stop. Where topography makes even this distance too great, the interval should be less.

POLICY 1

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Transit speed is presently slower than auto speed due to passenger stops and street congestion. If transit speed is to be improved, without reduced convenience of access to transit, conflicts between automobiles and transit must be eliminated as much as possible. Substantial improvement can and should be achieved by giving priority to transit through the use of exclusive lanes and/or by equipping buses and trolleys with devices to trigger lights in their favor at intersections. Other actions should include restricting autos from streetcar and cable car tracks and eliminating automobile turning movements which conflict with transit vehicles.

POLICY 2

Intensify overall transit service in the "central area."

That part of the city which is approximately east of Castro-Divisadero and north of Army Street houses half of the population and 80 percent of the city's employment. More travel occurs to and within this area than any other; traffic and pollution levels are highest, and the streets are more congested. It is appropriate to give the highest priority to an intensification and enhancement of transit service within this area. There should be a fine grid of transit routes with frequent service, modified to adapt to topographical conditions and connecting to the rapid transit lines, with special lines and vehicles for shopping, tourist and recreational trips superimposed to provide added service and an especially pleasant form of travel.

POLICY 3

Improve inter-district and intra-district transit service.

Over 80 percent of Muni transit vehicles provide service to and from downtown because of the enormous demand on the transit system by downtown workers and shoppers, especially during peak hours. However, during non-peak hours, while travel to downtown for shopping and entertainment is still substantial, there is much more travel between and within districts in the city. Due to increased leisure time and incomes, this is the fastest growing transportation demand.

POLICY 4

Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.

Transportation is a public service not unlike street lighting, sewage service or fire protection. Nearly all transportation is subsidized to some degree with public funds. It is no more reasonable to expect transit to "pay its way" with the fare box than it is to expect streets to

pay their way. To charge directly for transit use, where only indirect taxes are imposed on automobile use, discourages transit use.

Where the transit system is not used to its full potential and patronage is lower than it might be, taxpayers are burdened by fixed costs which exceed the benefits provided. Especially during non-peak hours, the transit system has excess capacity. First priority should be given to encouraging substantially greater patronage for weekday travel between 9:30 a.m. and 3:30 p.m. and between 6:30 p.m. and 6:30 a.m. and for travel on weekends.

POLICY 5

Clarify transit routing and establish "transit centers."

A major effort should be made to make clear to residents and visitors the transit services available in San Francisco.

At places of significance to transit, such as transfer points between major routes or points of access to the rapid transit system, "transit centers" should be established. As many routes as possible should go through these centers to facilitate transfers. To help people make better use of the system, complete route information, and where needed, personal assistance, should be provided at transit centers.

Each stop should be clearly identifiable. At transit stops, route information including location of transfer points, should be made available. In addition, each transit vehicle should have complete route information clearly posted.

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists but for many residents and workers in the city who either do not have a car or find regular transit service inconvenient for a particular trip, or both. The elderly often rely on taxis for necessary shopping trips and for reaching medical facilities, as do many others without automobiles when transit is not available. Although taxis should continue to be regulated, competition should be encouraged for improved service and low fares.

POLICY 7

Consider possibilities for supplementary, privately operated transit services.

For many years privately owned jitneys have operated in the Mission district, modeled on similar service successfully provided in Latin America. In some respects they are a model of a good compromise between the necessary regularity of municipal buses and the on-call and door-to-door service provided by taxis. There are other areas of the city where private operators might find it profitable to provide such service for intra-district and inter-district travel, and they should be encouraged to do so.

POLICY 8

Establish frequent and convenient transit service to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

Public transit is now provided to major recreational areas (such as Golden Gate Park and the Zoo). Frequent

and convenient service will make it much easier for those citizens who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce congestion in the parks and adjacent neighborhoods. It also is appropriate to promote public transit as the primary mode of transportation to sports, cultural and other heavily attended events.

OBJECTIVE 4

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means of equal convenience and greater efficiency is required, not only to downtown, but also among all major activity centers. While good, direct service is available from almost all parts of the city to downtown so that transit is the dominant means of travel during the rush hours, travel is often slow and vehicles are very crowded during the rush hours. Crowding can never be eliminated completely. However, it is important for continued patronage and rider comfort that trunklines serving outlying districts provide seats for all passengers and that short-term standees be allotted adequate space. Travel to downtown should be possible in less than 30 minutes from all parts of the city. This can be achieved by express buses, exclusive bus lanes, and construction of rapid transit lines such as the Muni Market Street subway.

The use of transit to travel from the suburbs to downtown and other major centers in the city can only become primary over the long run with the development of a good regional transit system connecting downtown to other parts of the region. BART, the first step in the development of this system, should be expanded.

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

The city and much of the region should continue to be committed to a transit-first policy with respect to intercity commuter travel. Rapid rail transit probably offers the most competitive service in relation to automobile travel as well as offering the highest capacities possible in transit service. The use of BART or any other line-haul rail system is dependent to a great extent on access to and from stations in outlying residential areas and employment centers. Well-planned suburban feeder systems should be provided.

Growth in air travel requires that city-to-airport travel be provided more efficiently than is possible with automobiles. As the downtown continues to strengthen its position as a financial center and cultural attraction, air travel tied to downtown will grow. The regional rapid transit system should include all regional airports to promote the most efficient use of these facilities and to relieve traffic congestion resulting from air travel growth.

POLICY 2

Where significant transit service is provided by buses, bridges and freeways should have exclusive bus lanes.

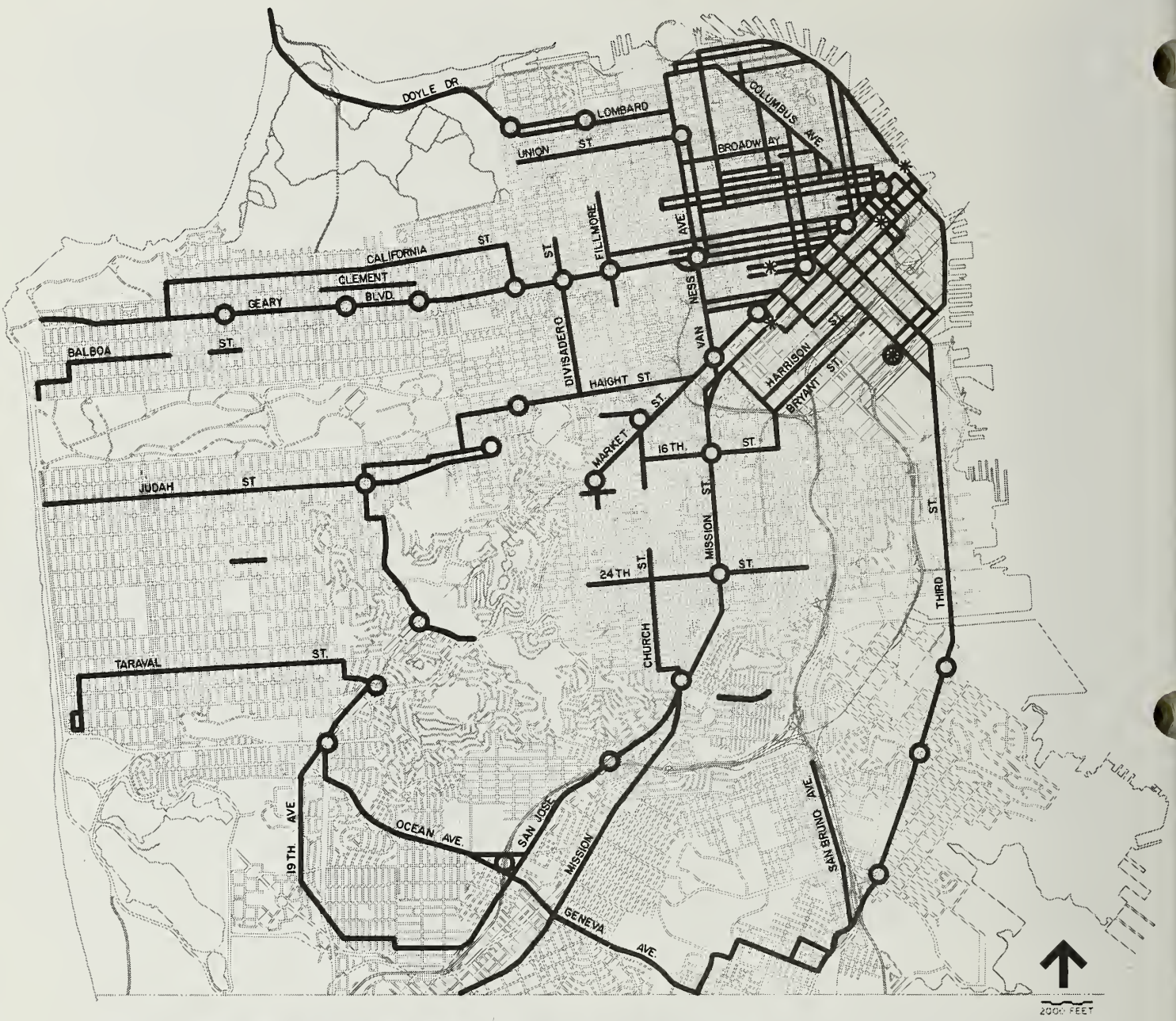
Transit lines can provide more efficient service by operating on their own rights-of-way. These can be instituted on bridges, freeways and thoroughfares leading into the city, such as on the Golden Gate Bridge and Waldo Grade, and interconnect, where feasible, with a system of exclusive bus lanes or other transit priority street treatments within the city.

POLICY 3

Provide transit service from residential areas to major employment centers outside the downtown area.

Reverse commuting to areas other than downtown has increased and places new requirements on the transit system. The city should pursue means of providing this transit for residents where it is not available, such as to the southern peninsula.

The greatest extent residual capacity for reverse commuters is the San Francisco-Oakland corridor. From a public transit convenience aspect, job opportunities in downtown Oakland are as accessible to San Francisco residents as most residents of the East Bay. BART especially has excess reverse commute capacity be-



TRANSIT PREFERENTIAL STREETS PLAN

Map 2

* Regional Transit Terminal

O Transit Center

—— Transit Preferential Street

Transit preferential streets (TPS) are based on criteria of transit service density, as measured in transit vehicle and/or passengers per hour and/or a traffic interference conflict area. All surface rail operations (cable car, metro and streetcars) are designated as TPS by fact of the different operating characteristics of rail vehicles. In addition, short segments of a few blocks are designated TPS to connect segments for system continuity.

The transit vehicle density is based on all regularly scheduled public transit operation over the street segment, including Muni, Golden Gate, and Samtrans buses. As transit service levels change, additional street segments may be classified as transit preferential streets.

cause, unlike other regional carriers (A/C, GGBHTD, SamTrans, CalTrans/SP), the system does not lend itself to daytime storage of vehicles in San Francisco's Central Business District. Downtown Oakland and downtown San Francisco, given the BART connection, are essentially two ends of one Central Business District separated by 12 minutes and a transit fare.

Other carriers provide significant reverse commute capacity to numerous Bay Area employment centers. However, multiple transfers between different fare systems remains a time and cost barrier to potential transit riders. The promotion of interline transit passes should be supported as well as better coordination of schedules.

POLICY 4

Make future rail transit extensions in the city compatible with existing BART or Muni rail lines.

In order to ensure potential linkages, interchange of vehicles and cost savings, new rail rapid transit routes should be of the same basic type as either the BART or Muni systems, depending on the potential link. Other special systems, such as the cable cars or other limited service facilities, need not be identical in character.

POLICY 5

Continue ferries and other forms of water-based transportation as an alternative mode of travel between San Francisco and the north bay.

For communities in Marin County, ferry or high-speed water craft offers an alternative means of travel to downtown. Whether bus or rail is the major transit mode to Marin, ferry service should be continued, as it offers an efficient and pleasant way to commute. It also provides a means to reduce weekend and summer automobile congestion in Marin's bayside communities. As ridership and location warrant, water-based transportation should be developed to other locations in the Bay Area.

DESIGN GUIDELINES FOR TRANSIT ROUTES

Major transit transfer locations called "transit centers" should be highly visible and identifiable; wherever possible, there should be adjacent space for shelter, information, amenities and off-street loading.

Special lighting should be used to identify transit stops.

Lines named for streets, such as the "Clement" bus, should stay on those streets as much as possible.

As many routes as possible should pass through "transit centers."

Routes should, to the extent possible, run in straight lines between well-known termini.

Access to all corridors should be available from each BART-Muni Market Street subway station Waiting areas should be extended into the parking lane to create a bus loading bulb and vehicle stops made in the right-hand traffic lane on major transit routes.

Waiting areas should be extended into the parking lane to create a bus loading bulb and vehicle stops made in the right-hand traffic lane on major transit routes.

Graphic symbols and color coding should be used to identify specific transit routes or districts and places served.

Vehicles should be distinctively marked to identify the type of service they offer — local, express, shuttle, limited-stop.

TRANSIT SYSTEM: CLASSIFICATION OF ELEMENTS

Rapid Transit Line: Mass transit operating on an exclusive right-of-way, either below, above or on the surface, without interference from traffic or pedestrians, achieving high speed and high capacity, generally electric vehicles on rails but may be self-propelled electric or combustion engines; regardless of vehicle type, outer portions of lines in low-density areas may leave exclusive right-of-way so that technically those portions of the route are not rapid transit.

Local Transit or Surface Transit: Mass transit operating with other traffic on city streets, expressways and freeways and subject to interference by other users of the streets, both vehicles and pedestrians; may be electric, gasoline or diesel buses.

Short-Haul Transit, Shuttle Transit or "People Movers": Service over short distances (less than two or three miles) intended to move passengers within congested areas and to facilitate access to and from parking, transit and other terminals.

Trunkline: A rapid transit line or express bus route which serves travel from one area to another area of the city or region, requiring transfer at origin or destination for most passengers to a feeder line.

Transit Center: A major transfer point, usually including a rapid transit station; travelers should be able to travel in many directions from such a place and have information available on citywide routes.

Feeder Line: Transit service between destinations and stations, trunklines or express bus stops.

Transfer Point: Any point at which two or more transit lines moving in different directions cross.

Transit Preferential Street: An important street for transit operations where interference with transit vehicles by other traffic should be minimized.

RAPID TRANSIT SYSTEM CRITERIA

Although each rapid transit line will serve a corridor with different populations, activities, topography and travel characteristics, certain basic criteria should be established to ensure that the system will perform its necessary function as the major means of travel to downtown and other high activity centers. Each line should meet the following conditions:

- Economic and social impacts within the guidelines for development established by other comprehensive plan elements;
- An exclusive right-of-way, with at least the most heavily congested portions of the trip in subway;
- Frequent feeder service to rapid transit stations where residents served or destinations are beyond walking distance;
- Stations within the city located generally at no greater than half-mile intervals, with some exceptions in low-density areas;
- Stations to be located at primary destinations and transfer points;
- Average operating speeds, including station stops, between 20 MPH and 30 MPH or approximately twice that of normal surface lines;
- Sufficiently high capacity in seating to provide peak hour seated travel for all long-distance travels (15 minutes in travel time or more);
- Continuous service at frequent intervals.

These criteria should be taken as guidelines for the development of rapid transit lines; modifications can be made where necessary to accommodate the line to a particular area.

RAPID TRANSIT PLAN

Map 3

- Rapid Transit Line
- Surface Streetcar Line
- Transit Center
- Combined Bart & Muni Subway Station
- Major Crosstown Bus Route

The final system form (subway, surface, or combination) should be determined after a thorough study considering economic, social and environmental impacts on the neighborhoods and requirements of transit to marin county and the third street corridor. All rapid transit line additions will be the subject of extensive technical studies and public hearings, and are contingent on the availability of resources. The long range transit and circulation requirements of the city indicate a need for further investment in transit to upgrade the quality, efficiency and equity of service to all neighborhoods.

VEHICLE CIRCULATION

OBJECTIVE 5

ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

There should be a hierarchical system of streets functioning in accordance with the planned movement of vehicles. Street design, capacity and treatment should be a direct manifestation of the street's intended use in satisfying both present and prospective travel demand, and also its non-traffic purposes such as open space and pedestrian movement. It is recognized that in some cases it will be necessary to determine a maximum level of traffic for which street capacity will be provided, implying a tolerable level of congestion as a constraint, if other objectives of the city are to be attained.

POLICY 1

Divert through automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares, and limit major thoroughfares to nonresidential streets wherever possible.

Major and secondary thoroughfares are to carry traffic among districts in the city. Local streets are intended only to provide access to and from homes and other uses within each neighborhood. To provide more efficiently for long-distance movements and to keep local streets free from heavy traffic, street design and traffic management should ensure the diversion of through traffic around neighborhoods. The Urban Design Element indicates the application of this policy in more detail and designates "protected residential areas." Heavy truck traffic should be removed from residential streets and confined mainly to freeways and certain very limited nonresidential feeder streets.

Two forms of action are required: provision for through traffic on major thoroughfares and discouragement of it on local streets. To the greatest extent possible land use bordering major thoroughfares should not be primarily residential. The following factors determine the selection of major and secondary thoroughfares:

- The width of the right-of-way relative to traffic capacity required;
- The extent of transit use on the street;
- Land uses bordering the street;
- Safety of the street for moderate- and high-speed traffic;
- The relation of the street to the definition of the neighborhood by its residents;
- The presence or absence of conflicts caused by driveways, parking, and deliveries to commercial uses.

In order to effectuate the policy to divert through traffic from neighborhoods, it is necessary that increased thoroughfare capacity be balanced by simultaneous reductions on local streets. Appropriate actions will ensure not only that traffic is channeled as intended but also that new usable open space is created and that the residential environment is enhanced.

POLICY 2

Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

The need for traffic carriers must be balanced against the adverse effects of heavy traffic on the use of adjacent land and the quality of the environment. The needs of residents for peace and quiet, safety from harm, and useful open space must be given consideration. Each area and each street of the city have different characteristics which determine the level of traffic which can be absorbed without serious adverse impacts. The following factors should be the basis for a judgment on the acceptable levels of traffic on a specific street:

- The distance between the curb and building line established by sidewalk width or setback;
- The presence or absence of buffering between street and building in the form of landscaping, change in elevation, or similar condition;
- The level of pedestrian traffic;
- The proportion of the street which is residential in land use;

- Whether residences face the street;
- The presence of hospitals, schools, parks, or similar facilities on or near the street.

The widening of streets at the expense of sidewalks or of setbacks should not occur where space is necessary for pedestrian movement, buffering from noise, useful open space and landscaping. This is especially true in densely populated neighborhoods with little public or private open space. No additional sidewalk narrowings, tow-away zones and one-way streets should be instituted in a residential neighborhood if the intention is to benefit the commuter to the detriment of the resident.

POLICY 3

The existing vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced where possible.

The established policy of limiting access into and through the city by automobiles should be maintained. This policy should work in conjunction with policies calling for the provision of mass transit for commuter travel to San Francisco. It is recognized that provision for further vehicular access into the city would conflict with the environmental objectives of the city, overload the city street system, and jeopardize the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways and freeways where these lanes are compatible with transit systems and will help provide better service.

POLICY 4

Discourage non-recreational and non-local travel in and around parks and along the shoreline recreation areas.

Streets in large parks, around small parks and along recreational parts of the shoreline should function primarily for access to recreational facilities and for scenic driving, not as thoroughfares. Heavy or fast traffic endangers pedestrians, cuts off access to recreation and reduces the pleasure of being in parks by causing noise, pollution and visual disharmony. Pedestrian entrances to parks should be at street intersections to the extent possible. Streets adjacent to or within parks and along the shoreline should to the greatest extent possible be designed and controlled to reduce their use as throughways. They should offer opportunities for leisurely, scenic driving consistent with pedestrian, equestrian and bicycle movements along and across the street.

OBJECTIVE 6

PROVIDE FOR CONVENIENT AND SAFE MOVEMENT AMONG DISTRICTS IN THE CITY DURING NORMAL TRAVEL PERIODS.

The primary purpose of those segments of the thoroughfares system designed for inter-district movements is to provide for efficient, convenient and safe travel, integrating the city into a functional whole. At the same time it is recognized that congestion can never be eliminated completely, especially during periods of peak demand. The intent is to provide a convenient vehicular system which functions well in meeting normal traffic demands.

POLICY 1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major thoroughfares.

Excessive numbers of intersections on major thoroughfares reduce the average speed of traffic and encourage use of local streets for through movements. Intersections with local streets should be eliminated where possible to speed the flow of traffic on the arterials intended to carry the bulk of inter-district travel and to reduce accidents. In some cases, where two major thoroughfares meet, it may be necessary to create grade separations to avoid conflicts. However, less costly measures to minimize this conflict should be used wherever possible.

The system of signal-light synchronization and sensors which detect cross-traffic at intersections should be expanded and modified to reduce congestion on major thoroughfares. At the same time, use of regulatory devices within residential areas will discourage through traffic when a good signal system is in effect on the major thoroughfares. Diagonal and perpendicular parking should normally not be allowed on major or secondary thoroughfares. Lane striping, curb cuts and service roads or lanes should provide for driveway access in a manner that will not conflict with through traffic flows.

POLICY 2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

As overall traffic levels increase, the number of accidents also tends to rise. Many accidents occur even where speed of travel is relatively slow. Various measures can be taken to reduce accidents, especially those involving serious personal injury. In some cases redesign of the roadway and of intersections to reduce conflicts between vehicles and pedestrians is required; in others all that is necessary is to improve clarity of signs and of routing so that there is less driver uncertainty and hesitation.

CLASSIFICATION OF ELEMENTS

Freeways: Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.

Major Thoroughfares: cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.

Secondary Thoroughfares: primarily intra-district routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major thoroughfare system.

Recreational Street: a special category of street whose major function is to provide for slow pleasure drives, cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area. There should be adequate parking outside of natural areas.

Collector Streets: relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary thoroughfares. To be identified in area plans.

Local Streets: all other streets intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

Relationship Between Function and Physical Design: no rigid design standards can be established on the basis of the functional categories established above, although higher capacities will generally be associated with freeways and major thoroughfares. Capacities must be determined on the basis of the level of traffic demand, the space available for traffic and the nature of the surrounding environment.

DESIGN GUIDELINES FOR STREETS

Major Streets

Where residential uses abut on major and secondary thoroughfares, they should be screened visually and physically wherever possible.

A consistent pattern of trees at regular intervals should be used to identify major streets.

Extensive buffers should be used to separate busy thoroughfares from active pedestrian areas.

The brightness (apparent illumination) of street lighting should be greater than on residential streets and the color or hue different from that on residential streets.

Destination information should be concentrated on major streets with signs used to route traffic on the major streets system.

Local Residential Streets

Excessive traffic speeds and volumes should be restricted and discouraged by every means possible.

Where possible, vehicular access directly to and from local streets should be from other than major thoroughfares, e.g., via a secondary thoroughfare or collector street.

When alternate access is possible, residences should not access to major thoroughfares.

Local streets, other than collectors, should be primarily for access to residences and to serve for emergency vehicles; pedestrian-dominant streets with the maximum feasible amount of street space devoted to environmental amenities desired and needed by the residents.

Residential streets should be well-lighted without being excessively bright.

Intersections

Street width, traffic controls, destination and route information and illumination should be maximized at the intersection of two major thoroughfares.

Two intersecting residential streets should have minimal roadway width, wide sidewalks and no change in illumination from that on the streets themselves.

Intersections of residential streets and major thoroughfares should be minimized; where they must intersect, cross and left-turn movements should be limited by curb alignments or medians.

GUIDE TO VEHICLE CIRCULATION PLAN

NOTE: This section refers to the **Vehicle Circulation Plan** map. Except where indicated no increase in the vehicular capacity of any thoroughfare is intended.

Bay Front Drive
A new recreational drive along the northern shore of the Presidio is proposed to connect Marina Boulevard to Lincoln Boulevard.

Bernal Heights Boulevard
This boulevard should function as a recreational street, with emphasis on pedestrian and bicycle use and with minimal auto capacity.

Cross-Over Drive
This connection in Golden Gate Park between Park-Presidio Boulevard and Nineteenth Avenue should be redesigned and realigned as a below-grade roadway. There should be no connection with John F. Kennedy Drive. The design should be limited to a capacity similar to Park-Presidio Boulevard and should be carefully aligned to avoid tree removal.

Doyle Drive
This road should be improved for greater safety; design capacity should be no greater than that of the Golden Gate Bridge less vehicles using Park-Presidio Boulevard.

The Embarcadero
A reconstructed roadway between Washington and North Point Streets is proposed as an attractive landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and separated access and loading areas at piers in maritime use.

Embarcadero Freeway
The elevated portion between Howard and Broadway and the Washington-Clay and Broadway ramps should be removed as soon as possible.

Franklin Street
If and when Van Ness Avenue is depressed for through traffic, the function of this street between Pine and Lombard should be only for local circulation.

Frederick Street
If Kezar Drive is undergrounded, this street would no longer be required for truck traffic and should be changed to a local street function.

Geary Boulevard
To the extent possible most east-west travel in the Western Addition and Inner Richmond should be channeled onto this street to divert traffic from nearby residential streets. Grade separations at key intersections and improved left-turn connections are desirable.

Gough Street
This street should not be widened or made unidirectional north of Pine Street.

Great Highway
The design capacity of this road should be reduced substantially to correspond with its recreational function; emphasis to be on slow pleasure traffic and safe pedestrian crossings.

Guerrero Street
Although Guerrero, Valencia and Folsom serve as major thoroughfares at the present, the completion of BART to the airport should be accompanied by steps to reduce through traffic and make these streets more compatible with residential uses.

Harney Way
Widening is proposed to serve Candlestick Park and new commercial and recreational development. Refer to South Bayshore Plan.

John F. Kennedy Drive
Through, non-park traffic on this recreational drive should be eliminated.

Kezar Drive
This road should be undergrounded to restore the corner of the park to full recreational use; design capacity no greater than that of the Fell and Oak couple.

Market Street
This street should be no more than four through traffic lanes between the Central Skyway and Castro.

Nineteenth Avenue
This heavily trafficked street should ultimately be rebuilt as a parkway with the same capacity and similar design as Park-Presidio Boulevard. Simultaneous measures should be taken to eliminate through traffic on parallel streets.

O'Shaughnessy Boulevard
Functionally, this route must provide for crosstown movements; in design, it should remain a scenic-recreational drive, not intended for heavy traffic.

Parnassus Avenue
If the University of California Medical Center wishes to connect its campus on both sides of this street, the University should depress the roadway to maintain a through route for transit and vehicular traffic.

Pine Street-Bush Street
When the Richmond rapid transit line is built, priority should be given to reducing capacity and landscaping these residential streets west of Van Ness Avenue.

State Route 230
A surface parkway with two moving lanes in each direction should be constructed along this route, designed to divert truck traffic from Third Street, while serving the major Port facilities, India Basin Redevelopment Area, Hunters Point Shipyard, the new Candlestick Point State Park and Candlestick Park Stadium.

State Route 480
This State Highway Route should be eliminated from the State Highway Plan, and there should be no freeway or other high vehicular capacity, limited access connection between the Golden Gate Bridge and downtown.

Valencia Street
This street should act as a neighborhood collector street as soon as possible after BART begins operations on the Peninsula.

Van Ness Avenue
The possibility of depressing portions or all of Van Ness Avenue from the Central Freeway to Lombard in order to separate through traffic from local circulation should be studied.

VEHICLE CIRCULATION PLAN

Map 4

- Freeway
- Major Thoroughfare
- Secondary Thoroughfare
- Recreational Streets
- Refer to GUIDE TO THOROUGHFARES PLAN and SOUTH BAYSHORE PLAN for criteria for State Route 230
- Refer to DOWNTOWN TRANSPORTATION PLAN for details within this area

PEDESTRIAN CIRCULATION

OBJECTIVE 7

PROVIDE SAFE AND PLEASANT SPACE FOR PEDESTRIANS.

Walking is a form of transportation which must be provided for, especially in neighborhoods for short trips to local commercial and public facilities and in business areas where many shoppers congregate. Sidewalks, malls and similar spaces provide not only for pedestrian movement but also for children's play, socializing among residents, window shopping, and sitting and watching. Congestion occurs on sidewalks in high activity areas, just as it does on streets. Inadequacy of space creates inconveniences for those trying to pass through and those stopping to talk or look or rest.

POLICY 1

Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.

In many high-activity areas of the city such as downtown, Fisherman's Wharf and North Beach, sidewalks are narrower than required for pedestrians. Where pedestrian traffic is high and through vehicular traffic is light or can be moved to alternate routes or reduced by transit improvements, some street space can be made into wider sidewalks, landscaped strips and sitting areas. Through traffic should be discouraged or eliminated to avoid conflicts which inconvenience drivers and pedestrians and may increase accidents. In high-density residential areas with little open space, wider sidewalks and small plazas should be created to provide more usable space as well as to discourage through traffic.

POLICY 2

Retain streets not required for traffic for pedestrian circulation, open space use, and density controls.

Proposals for street vacation often arise when a street no longer serves a necessary traffic function. Except in rare cases, street vacations for private ownership or use or for construction of public buildings should not occur where the street could serve as a valuable open space, would improve pedestrian circulation, or maintain control of development density consistent with assumptions underlying land use plans.

POLICY 3

Ensure convenient and safe pedestrian crossings.

Where streets are designed for high volumes or relatively fast movement of vehicles, adequate provision must be made for safe and convenient pedestrian crossings. This is especially important near schools, parks and hospitals, and in high-density residential areas. Wide streets should have adequately timed lights and median strips or islands at intersections to allow safe crossings. If grade separation of pedestrian and vehicular movement is necessary, the roadway should be depressed to maintain continuity of pedestrian paths wherever possible. If a change in pedestrian levels is required, ramps are preferable to stairs.

POLICY 4

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

Some streets in active shopping areas and in residential areas can be closed wholly or partially to vehicular traffic because the streets are not required for vehicular use, except possibly at infrequent intervals or during emergencies. Partial closings can be achieved by substantially narrowing the roadway or by installing temporary barriers during certain periods of the day. Doing so would open up the street for non-traffic uses, without its loss for emergency use or access to homes and businesses. In neighborhood shopping areas provision should be made concurrently for replacement of on-street parking spaces with off-street facilities.

BICYCLES

OBJECTIVE 8

PROVIDE FOR THE SAFE AND CONVENIENT USE OF THE BICYCLE AS A MEANS OF TRANSPORTATION AND RECREATION.

The bicycle is finding increasing acceptance as a viable alternative to the automobile for work, shopping and recreation purposes. As streets become more congested, some people are finding that they can move about the city and the neighborhoods more quickly, enjoyably and economically on bicycles. Bicycle riding provides health benefits through exercise, reduces noise and air pollution, and helps conserve gasoline. Increased bicycle use is one aspect of the city's energy conservation strategy.

Obstacles to increased individual bicycle use include concerns for safety and lack of knowledge about good routes. On a governmental level, agencies concerned with transportation, land use and traffic law enforcement have often manifested a low level of awareness of bicycles. Often there has been no provision for their use, and little protection for their users' rights. Further institutional constraints involve limited funding resources, and lack of coordination between agencies. The bicycle section of the Transportation Element, in large measure, describes what San Francisco should do to overcome these obstacles and constraints.

POLICY 1

Increase the availability of information for commute cycling.

Bicycle commuting to the city's central business district is a small but increasing share of all work-bound trips. With some additional support facilities and encouragement, the volume of such bicycle trips could dramatically increase. Bicycle commute routes are by preference often the same commute routes used for major vehicular access to the downtown. In some cases, the routes also coincide with designated Transit Preferential Streets. The commuting cyclist is generally an adult rider and a repeat user of the same streets. He or she is therefore likely to operate more safely on heavily trafficked streets than the younger or less experienced rider.

A number of improvements can be made to increase safety for commuting cyclists on these streets without directing less experienced cyclists to venture onto them. Funding should be made available to maintain the surfaces of the preferred commute streets at a relatively high standard. The commute streets should not include marking or signing that would encourage use by the inexperienced, primarily recreational cyclist unless these streets also lend themselves to recreational bicycle use. Direct information to commuting cyclists should be primarily in the form of maps. Distribution of such maps should be one aspect of transportation brokering services provided by large employers.

POLICY 2

Expand and improve bikeways in accordance with State standards, incorporating the series of passes between hills that are essential to bike travel.

Bikeways are classified as Class I (off roadway paths); Class II (lanes) and Class III (routes). Class I bikeways may require considerable investment, but can often be economically incorporated into other capital projects, such as The Embarcadero and Great Highway reconstruction projects. Class II bikeways involve designation by the Board of Supervisors and include marked lanes and signs every few hundred feet. Class III bikeways share existing roadways with other vehicles and are signed. They require only minimal signing expenditures.

In general, the State advocates that bikeways be placed in close proximity to, rather than on, major streets, for the safety and convenience of the cyclists and motorists alike. However, in San Francisco, Class III bikeways almost always have to be on major streets, since these streets have the most favorable access. The State of California through CalTrans has adopted mandatory planning and design criteria for bikeways, and increments or modifications to the existing 60 miles of San Francisco bikeways must meet these standards as a condition of state or federal funding. Signed bikeways provide a visible means of reinforcing the legitimacy of cyclists' presence, educating other users of thoroughfares and alerting motorists to the possible presence of cyclists.

Bikeways should connect and incorporate waterfront areas of San Francisco, scenic view areas and major parks. Golden Gate Park, in particular, is a prime locale for bicycling. Schools, colleges and hospitals should also be accessible from bikeways. In many cases, bikeways will overlap the preferred commute routes of expert cyclists. The bikeways should link with other modes of travel, including vans, ferries, and transit and train services that accommodate bicycles. Appropriate information about the bikeways should be made available in the form of easy-to-read maps to city visitors, recreational facility users and students.

Certain additional amenities along bikeway systems such as public restrooms, drinking fountains, rest areas and hostels are welcomed by recreational riders. Where possible, such amenities should be included along recreational routes.

POLICY 3

Eliminate hazards on designated bikeways and on commute streets.

Narrow traffic lanes, lack of shoulders, sewer grates with parallel inlets, and certain traffic control devices applied to street surfaces such as speed bumps, present hazards to cyclists. Bad road surfaces, cracks and potholes, and refuse such as glass shards are also hazardous and inhibit use of existing streets by bicyclists. Although hazards involving street dimensions are very difficult to eliminate, as many other hazards as possible should be removed from designated bike routes. Four lane streets which have a very low volume of large vehicles could have the number or width of lanes reduced with a concomitant increase in right lane width for safe bicycle operation.

POLICY 4

Accommodate bicycles on regional transit facilities and important regional transportation links.

The opportunity for cyclists to move about the Bay Area with their bikes by using regional transit modes such as BART, the ferry system, the CalTrans Bay Bridge Bicycle Shuttle and trains should be expanded. BART allows bicycles during non-commute hours if riders obtain a nominally priced license. The level of bicycle access permitted by BART is felt to be too limited by bicycle advocates. These transit modes should provide adequate areas for the conveyance of bicycles and should develop related facilities such as lockers. San Francisco should advocate that carrying racks be added to AC Transit, SamTrans, Golden Gate Transit and Greyhound buses and encourage CalTrans to continue to provide locker facilities at intermodal transfer points.

Where there is denial of access to bridges, there should be substitution of other means of access such as the bicycle shuttles used on the Bay Bridge. Alternate access should be the responsibility of the agency prohibiting access. Better coordination of effort between all the transit agencies on bicycle policies and facilities is also needed.

POLICY 5

Utilize available bicycle facility funding for projects in San Francisco.

Bicycle transportation funding should be integrated into all appropriate state and federally funded transportation projects, especially those related to safety and mass transit. Funds earmarked specifically for bicycle facilities should be sought out against an identified list of priority projects.

POLICY 6

Prevent bicycle accidents through bicycle safety education and improved traffic enforcement related to bicycle use.

Bicyclist education and training should be made available from a wide variety of sources — to employees as part of transportation brokering services at work sites, to students at schools and colleges, and to new riders through bicycle shops and dealers. Motor vehicle licensing procedures should encompass demonstrated knowledge of laws relating to bicycles.

Traffic enforcement should extend to protection of bicyclists' rights-of-way which are often violated by motorists. Theft prevention and investigation are other areas of law enforcement needing additional effort.

OBJECTIVE 9

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

One of the major deterrents to bicycle use is actual or perceived lack of security for parked bicycles. The popularity of the bicycle, its relatively small size and weight and its simplicity make it very susceptible to theft. Provision of relatively low cost but secure parking facilities for bicycles help reduce theft and encourage bicycle use. Adequate parking is crucial to the successful use of bicycles for transportation.

POLICY 1

Include facilities for bicycle users in governmental, commercial and residential developments.

Provision should be made for bicycle parking in conjunction with automobile parking in existing and new parking lots and garages. Secure and conveniently located bicycle parking should also be provided in major new construction, such as office buildings, shopping and medical centers and residential complexes, as well as at schools, parks and recreation facilities. Schools, in particular, need to encourage bicycle use through provision of secure parking facilities and safety education for students.

Commercial neighborhood shopping areas present some special opportunities for the creation of bicycle parking facilities, as part of improved street appearance. A merchants' "adopt a bicycle" program could attract bicycling customers. A cooperative approach to liability insurance concerns should be undertaken.

POLICY 2

Provide adequate and secure bicycle parking at transit terminals.

Providing adequate and secure bicycle parking facilities at transit terminals is another means of promoting bicycle use by commuters. BART stations and park-and-ride lots, particularly in high-density residential areas, are good potential locations for such facilities. Public and private parking garages should examine the feasibility of designating otherwise unused corners or other areas for joint bicycle and motorcycle parking, particularly near high-density employment centers. CalTrans has begun to create and allocate bicycle lockers in such locations.

The cost of providing adequate and secure bicycle parking is low — only a fraction of that required for automobiles. This cost can be offset and perhaps recovered by use of coin-operated lockers or racks, or by imposing a charge for supervised parking facilities, although this latter practice is not recommended at transit terminals.

POLICY 3

Emphasize security in bicycle parking design.

In terms of adequate parking, bicycles should be able to be locked to permanent, set in concrete metal racks, or stored within locked boxes. Mechanical devices are needed for securing bicycles against theft using frame and two wheel locking and padlock protective hardware. There should be good supervision of the bicycle storage area by building personnel. Further related amenities for cyclists such as showers, lockers and clothes-changing areas should also be considered. The State has recently enacted taxation incentives for bicycle facilities by allowing a rapid three year depreciation.

SIGNED BIKEWAYS PLAN

Map 5

——— Class I , Off Road, Separate Path

••••• Class II , Striped Lanes and Signs

- - - - Class III, Route Signs Only

(▲) American Youth Hostel, Bldg 240, Fort Mason

PREFERRED COMMUTE BIKE ROUTE

Map 6

This map was compiled in cooperation with the San Francisco Bicycle Coalition, the Department of Public Works, and the California Department of Transportation, District 4.

The routes, for the most part, are unsigned and not recommended for novice cyclists.

DOWNTOWN TRANSPORTATION

See "Moving About" Section of the Downtown Plan.

CITYWIDE PARKING

OBJECTIVE 10

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

The general theme prevalent throughout the Master Plan and its objectives and policies is that new development must recognize the positive attributes of the city and contribute to their preservation and enhancement and to the overall living environment. New parking facilities should meet these principles because of the impact of a facility upon its immediate physical surroundings and the cumulative traffic generating impacts on the entire city.

POLICY 1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

A proposed parking facility should be evaluated as carefully as other proposed additions to the transportation system. Proposed new or enlarged facilities should be reviewed according to Comprehensive Plan policies, and Planning Code criteria for parking facilities. For various special districts and/or where major conflicts occur, the facility should not be developed unless the following criteria are met:

- There is a demonstrated demand for additional parking space in the surrounding area (in the case of parking facilities open to the public) or resulting from a specific development.
- All or part of this demand cannot reasonably be diverted to or served by existing transit service or transit which could reasonably be provided in the near future.
- This demand cannot be met by existing facilities or more efficient use of existing facilities.
- In the case of desired accessory parking (i.e. parking customarily provided incidental to a permitted use and directly related to the activities conducted on the site of the use) its need is clearly established and not presumed.
- Provision of the facility does not result in the demolition of sound residential, commercial, and industrial buildings.
- The traffic generated by the facility will not create a substantial adverse effect on the surrounding city streets (especially residential streets) and corridors leading into the city.
- The facility, viewed in a citywide context of parking supplied and trips generated will not discourage the possible diversion of current automobile users to transit.
- The location is appropriate in terms of adjacent land uses.
- The proposed site and facility are readily accessible from freeway ramps or major thoroughfares.
- Conflict between pedestrian movements and driveways or ramps is minimized and additional auto traffic through areas of heavy pedestrian concentration is avoided.
- There is not substantial conflict with existing or future patterns of other forms of transportation, especially transit, and access avoids use of transit preferential streets.
- Consideration has been given to the inclusion of other uses in order to maximize use of scarce land resources and integrate the structure into the surrounding neighborhood.
- Access or egress is not primarily from streets or alleys having predominantly residential use.
- The structure is in scale with existing structures in the area, and when located in commercial districts includes commercial frontage in order to avoid blank street level facades.

- The design and operating policy of the facility is such that vehicles can be admitted rapidly, to avoid the use of the street as a waiting area for entrance into the facility and to avoid the situation of automobiles idling for a long period of time.

- Provision has been made where appropriate for parking of vehicles driven by or operated for the physically handicapped.

- A portion of spaces is reserved for compact automobiles.

- Secure, convenient bicycle parking is provided.

- All or portions of the facility are convertible to other uses if demand for parking is reduced in the future.

POLICY 2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

As an integral part of the transportation system, the location of any parking supply must be evaluated in like terms to the location of any roadway or transit line. If a "temporary" parking lot does not meet the criteria for location of parking facilities, it may have a disruptive effect on the transportation system similar to a major street reconstruction and resultant detour or to temporary suspension of transit service.

The scattered locations of parking lots militate against the possible provision of shuttle transit. In addition, where parking lots are temporary uses on land in the development process, autos are attracted to areas that are already impacted, or worse, where auto use conflicts with transit routes. Such temporary parking also tends to create a travel pattern based on expected availability of parking, which creates even greater difficulties whenever such a temporary facility is eventually terminated.

Surface parking as a temporary use pending some more intensive use of the property may be particularly undesirable when it results in the demolition of needed housing or inexpensive industrial space suitable for "incubator" industry.

POLICY 3

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder bus service.

All of the rapid transit stations in San Francisco are located in densely developed downtown areas or in residential or shopping areas where additional automobile impacts are undesirable. These stations are located in such a manner that they may generally be reached by San Francisco residents either by connecting transit or by walking. The commuter use of the automobile to reach a rapid transit station should be discouraged. Parking impacts which have occurred around outlying stations may be lessened by provision of long-term facilities, however, long-term parking facilities are undesirable because such facilities would be disruptive to the neighborhoods where they would be located. Access to BART should generally be provided by transit.

POLICY 4

In any large development, allocate a portion of the off-street parking spaces for compact automobiles.

The trend toward smaller, more fuel efficient vehicles can be reflected and encouraged in new development with a concurrent savings in the amount of land and space required for the parking of automobiles. The provision of parking spaces for compact and subcompact automobiles and motorcycles should be commensurate with their proportion of the city's vehicle population.

POLICY 5

Make existing and new accessory parking available to the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

A major reservoir of parking spaces, accessory to particular businesses or institutions, is currently in use only during the daytime working hours of those particular businesses and remains vacant and inaccessible at other times. In many instances this space could be used in the evening by residents of the immediate neighborhood or

their guests. Also, businesses or new developments with evening, night or weekend users could share the existing accessory parking of nearby weekday businesses.

POLICY 6

Limit parking facilities over the water, and near the water's edge where such parking interferes with public access.

In order to improve physical and visual access to the Bay, non-maritime parking should be located inland away from the water's edge and away from areas of intense pedestrian activity. Where possible, existing parking facilities on or near the water's edge should be removed or relocated.

OBJECTIVE 11

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

Institutions such as medical centers and colleges are major employment centers and are usually located in the city's residential areas. Employment levels in medical and other health services are expected to increase significantly in the future. Many of these institutions already have physical expansions planned, and the employment levels projected indicate that institutions will have even greater traffic and parking impacts on residential areas unless strong efforts are made to accommodate the employment growth by transit. Alternatives to expansion of institutions on site may have to be explored where significant traffic and parking impacts on surrounding residential areas cannot be avoided.

POLICY 1

Limit the provision of long-term parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

Although there are some trips to institutions which are appropriately made by automobile, especially for medical appointments and hospital visits, work trips should be made by transit wherever possible. Institutions should take effective measures to reduce the amount of traffic and parking generated by the development and should develop and implement transit action plans accordingly. New parking provided by institutions should be carefully designed to favor short-term or carpool parking for trips which cannot reasonably be made on transit.

In some cases where institutions have parking facilities where a high short-term fee is charged, visitors seek parking on adjacent streets rather than pay the fee. In order to insure that the facilities rather than the street are used, institutions should price short-term parking low enough to encourage short-term visitor use.

OBJECTIVE 12

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

The continuing level of vehicle ownership by city residents indicates the need for parking facilities is continuing and raises serious questions about the level of automobile ownership which can be supported by the street and parking system. Since much of the city's housing, especially in the more densely developed areas, was built prior to the time when the automobile became the dominant mode of travel, off-street parking spaces do not exist in adequate numbers. The size of many streets and the need to provide free flows for traffic limits the number of on-street spaces. Increased parking facilities, especially off the street, need to be made available. However, just as the street system cannot accommodate all potential traffic, so the city cannot provide for an unlimited level of automobile storage. A reasonable level must be provided for and measures must be taken to discourage vehicle accumulations beyond that level.

POLICY 1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses. Encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

Some neighborhoods have large numbers of persons using transit to go to work and have significant numbers of no-auto or one-auto households. This pattern should

be encouraged and reflected in off-street residential parking requirements.

Use of common parking facilities for several buildings should be encouraged where existing buildings can be used for this purpose in nearby commercial areas. There may be a place for public provision and leasing of long-term resident parking in already developed high-density neighborhoods.

POLICY 2

Use existing street space to increase residential parking where off-street facilities are inadequate.

Local streets are of such width in many areas that improved parking conditions can be obtained by shifting from parallel to diagonal or perpendicular parking without a major investment. This policy has long been followed on steep hills for safety reasons and can be applied where streets are flat in order to maximize the use of existing street space. Care must be taken, however, to ensure that the street is more than a parking lot. Proper landscaping is required to prevent lights from shining into dwellings at night and breaks in rows of cars should be provided to avoid the monotony and unsightliness of unending rows of vehicles.

There is a limit to the number of automobiles the city can accommodate, either moving or in place, especially in the densely populated neighborhoods. The possibility of a new, higher tax on second and third cars and stricter enforcement of on-street parking regulations should be explored.

POLICY 3

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

Residents should be given preference in the use of residential neighborhood on-street parking spaces where traffic congestion and parking shortages generated by schools, shopping districts, recreational facilities or rapid transit stations have contributed to the deterioration of residential environment. The preferential parking concept may provide relief for such residential neighborhoods by instituting a regulatory scheme which would reduce parking congestion in residential neighborhoods caused by long-term non-residential parkers, facilitate residents' access to on-street parking close to their homes, provide for access to convenient parking by visitors of neighborhood residents and allow convenient parking for vehicles being used by people providing essential services to neighborhood residents.

OBJECTIVE 13

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

Although a primary goal is to encourage improved transit service to shopping areas, and the emphasis should continue on transit as the means to travel to shopping districts, automobile use is often necessary for shopping trips involving the purchase of bulky items such as groceries or where there are many stops to be made at different places far apart. Where additional short-term parking is demonstrated to be needed and essential to a shopping district, it should be provided at the least economic and environmental cost to the neighborhood and the city.

POLICY 1

Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

Some neighborhood shopping facilities serve only residents of the immediately surrounding areas, most of whom travel on foot. Others tend to attract consumers from adjacent communities or in low-density parts of the city from a distance not easily traversable on foot.

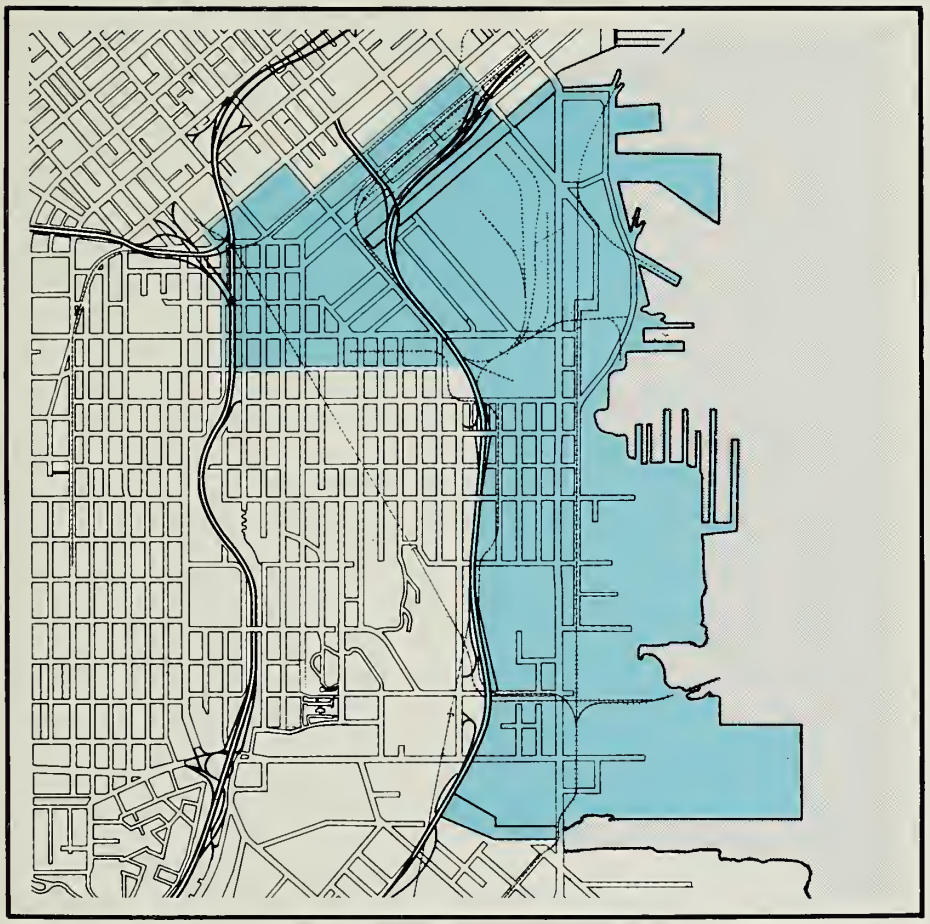
Proposed new parking facilities should be carefully considered not only in terms of how much demand they can satisfy, but also in terms of the impact of that facility on the environment of the shopping district. A poorly

designed or located facility could be worse for a shopping district than no facility at all. In addition to the criteria for new parking facilities in Objective 1, Policy 1, the following guidelines should be considered in the review of proposed new facilities.

- Facilities should be located to provide convenient access to desired shopping destinations. However, they should be located in such a manner that they lessen the amount of traffic traveling through the district and do not disrupt the continuity of the shopping district.

- Multiple use of parking structures and lots should be provided wherever feasible. The use of roof tops of garage structures as game/play areas in densely populated neighborhoods, use of surface parking lots as tennis courts or soccer fields on days when the shopping districts are closed, or use of the facilities for resident parking in the evening are all possibilities which should be considered.

CENTRAL WATERFRONT



CENTRAL WATERFRONT

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

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CENTRAL WATERFRONT

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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CENTRAL WATERFRONT

INTRODUCTION

Purpose

The purpose of this Area Plan is to guide the future development of the Central Waterfront in a manner serving the varying needs and interests of San Francisco. The Plan establishes goals, objectives and policies providing direction for private and public investment in the area. It calls for development that will meet the City's pressing economic and employment needs without sacrificing environmental quality. The Plan will become an element of the San Francisco Master Plan and will set the official planning policies for the area.

The Central Waterfront Area Plan is designed for use by private enterprise, City government, and the general citizenry. By providing a consolidated statement on the future of the Central Waterfront, the Plan indicates to private enterprise what kind of development is being sought and what type of City support can be expected. The Plan presents a key coordinating tool for government programs involving capital projects and improvement proposals, and will also be used for evaluating any potential use of City-owned property. The Plan additionally conveys to the citizenry a statement of community needs and aspirations and of how the development of the Central Waterfront will assist in satisfying these.

Relation to the Master Plan

The updating and revision of the City's Master Plan as mandated by the City Charter has resulted in the adoption of numerous plan elements over the last decade. One of these, the Commerce and Industry Element, was adopted by the City Planning Commission in June, 1978. This element sets forth the planning principles to be applied in shaping the economic future of the City.

A critical issue addressed in the Commerce and Industry Element concerns the changing structure of the San Francisco economy. The once strong industrial component has declined and given way to the rapidly expanding office and commercial sectors. This structural shift in the local economy is mirrored in the changing composition of the labor force employed in the City as white collar professionals, many of them commuters, are replacing blue collar workers, who are often City residents.

Problems arising from this changing economic function of the City are becoming increasingly apparent. There is the danger stemming from overreliance on a limited number of economic sectors to provide jobs, especially during recessionary periods. The ability and speed with

which resident workers can adjust to the job requirements of white collar employment remains uncertain. The daily influx of several hundred thousand commuters has adverse effects on air quality, traffic congestion, parking, and the demand for scarce public services. The character of San Francisco neighborhoods is also being altered. White collar professionals seeking living quarters are pushing up the price of housing and their spending patterns are leading to changes in the type of goods and services offered on neighborhood commercial streets.

The above factors were considered in arriving at the objectives in the Commerce and Industry element strongly favoring the diversification of San Francisco's economic base and the improvement of the industrial and maritime sectors. The implementation program for the element calls for the preparation of industrial district improvement plans as a means of realizing these objectives. The Central Waterfront Area Plan represents a step toward fulfilling this task.

The Central Waterfront Area Plan emphasizes maritime and economic development policies, while at the same time establishing policies regarding transportation, housing, recreation, and urban design. The formulation of these policies is based on the existing policies established respectively in the Transportation, Residence, Recreation and Open Space, and Urban Design elements of the Comprehensive Plan.

Background

Description

The Central Waterfront covers the eastern shoreline of San Francisco between China Basin and Islais Creek and adjacent inland areas. The land area totals 900 acres or 1.4 square miles.

Industrial uses dominate the Central Waterfront; however, much of the industrial activity takes the form of low intensity distribution functions such as wholesaling and storage. Rail yards consume approximately one-third of the land. Trucking and warehousing facilities are present on the rail property as part of the railroad's intermodal operations. Manufacturing activity is limited and generally declining, though several manufacturers

remain healthy. Some industrial buildings have been salvaged through commercial reuse. A major design center is emerging in the northwest section of the area and is being developed through the conversion of brick warehouses to showrooms for interior design products.

The Port of San Francisco has jurisdiction over the shoreline of the Central Waterfront area. Current maritime activities within this area include: Pier 48 — Forrest Terminals Paper dock; Pier 50 — break bulk general cargo dock; Pier 54 — Continental Maritime welding/ship repair facility; Pier 70 (Alvord Grant) — auto terminal and fuel dock; Pier 80 — San Francisco Container Terminal North; and Pier 84 — break bulk general cargo dock. In association with these maritime operations, two major railroad holding yards exist — Santa Fe Railroad and Southern Pacific Railroad's Mission Bay Yard. These railroads not only serve the Port, but they also serve other industries based in San Francisco.

Also located along the shoreline within Port jurisdiction is the former Bethlehem Steel Shipyard. This yard consists of a number of dry docks for repairs of merchant vessels, as well as "ship ways" for the construction of barges. This property is leased by the Port to Southwest Maritime, a ship repair company.

The Central Waterfront area contains uses other than those involving industrial and maritime activities. A small residential neighborhood of several hundred inhabitants and supporting commercial uses is situated there. Other commercial uses in the area cater to the needs of workers and businesses. Recreational opportunities are provided at selected sites on the shoreline where public access points to the Bay have been established. A Muni bus maintenance yard is also located in the area.

The zoning of the Central Waterfront reflects its potential for accommodating high levels of industrial activity. Nearly the entire area is zoned M-2, the designation for heavy industry. Exceptions include RH-2 and RM-3 zoning covering the existing housing and RC-2 zoning for areas with a mix of residential/commercial uses. Public use areas are classified with the P zone. Limited areas of M-1 zoning, the designation for light industry, can be found along the borders of the Central Waterfront.

Access to the Central Waterfront is afforded through the close proximity of the freeway network and through local transit service and a commuter railroad. Although it appears that access to the Central Waterfront might be adequate, the infrequent bus and rail service are actually contributing factors to the area's perceived remoteness. The lack of parking for trucks and automobiles and the poor condition of public streets also act as hindrances to the area's accessibility.

History

The Central Waterfront area exists today as a man-made landscape. Its natural appearance prior to the incorporation of the City and County of San Francisco has undergone a complete transformation. The creeks, marshes, waters and hills that dominated the area in 1850 have vanished in favor of flat lands and Bay fill. This transformation occurred early in the City's history and was accompanied by the development of industrial, maritime and residential uses.

The section of the Central Waterfront north of 16th Street, now used for industrial and railroad activities, covers the former site of Mission Bay and Mission Creek. The waters of Mission Bay included approximately 260 acres, and though shallow, were navigable by draft vessels. Mission Creek was the main drainage for the eastern slopes of Twin Peaks and adjacent areas and was lined with salt marshes where Bay tides intruded. The marshes surrounding Mission Bay and Mission Creek occupied an additional 330 acres and extended inland westward of Potrero Hill to what is now Twentieth and Harrison Streets.

Filling of the marshes commenced in the 1850's and was undertaken by individual lot owners and as part of the construction of toll roads that bridged Mission Bay. Southern Pacific railroad acquired the bulk of the Mission Bay property in 1868 and 1869 from the State of California and private land owners. The railroad gradually filled Mission Bay during the later 19th and the early 20th centuries.

The filling of Mission Bay was aided by the action of the Atchison, Topeka and Santa Fe railroad in the China Basin area. As part of a lease condition from the State of California, the railroad in 1901 and 1902 reclaimed the tidelands and developed tracks and warehouse facilities. Only China Basin Channel was spared reclamation and remains today as a waterway.

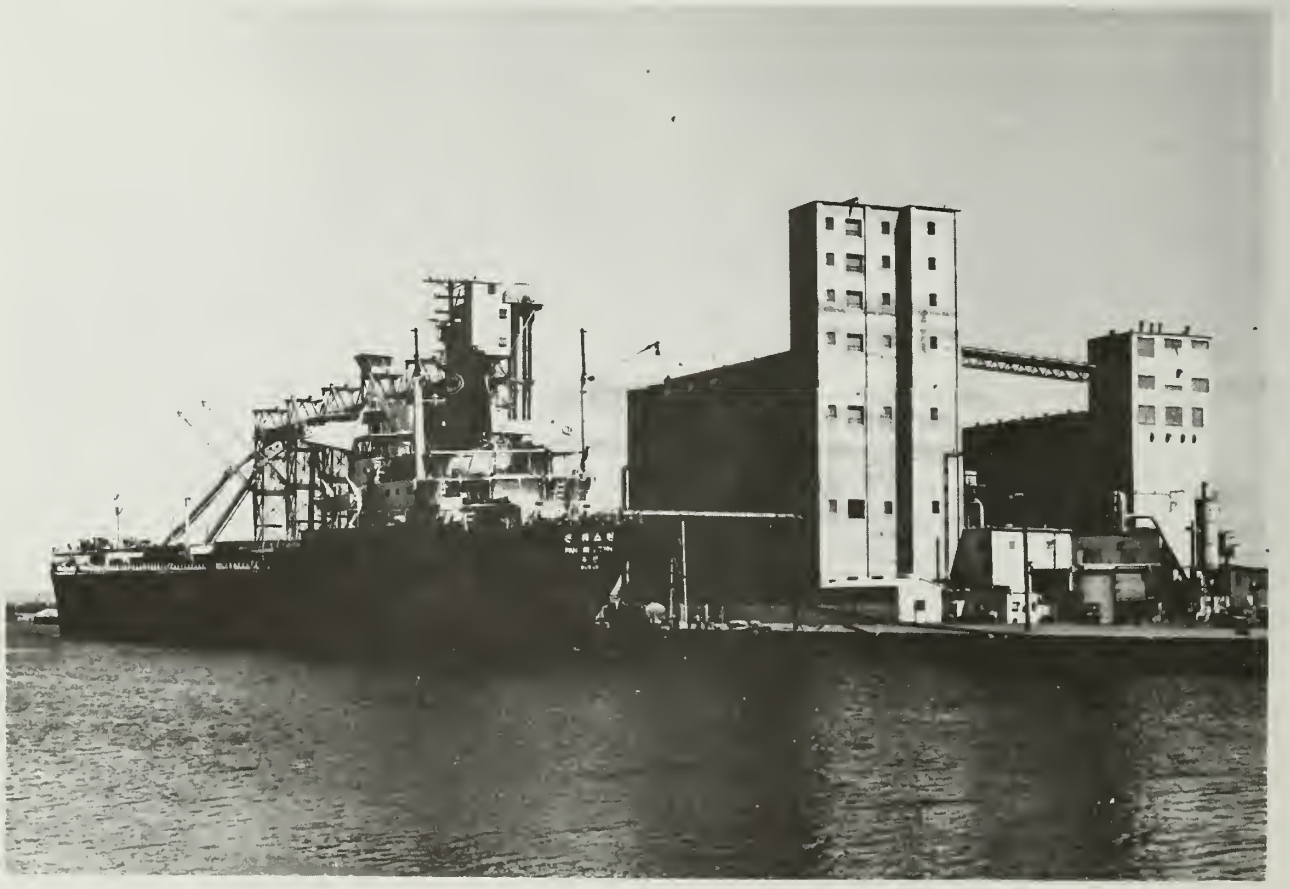
Land use in the area was dominated by railroad activities, though other uses existed outside the railyards. To the west, where reclamation occurred earliest, brick warehouses were constructed as the area assumed an industrial character. On the waterfront, several finger piers were in active maritime use. One of these, Pier 50, is now the site of Mission Rock Terminal. With a capacity to berth six ships simultaneously, it was the largest pier on San Francisco Bay when completed in 1950.

The section of the Central Waterfront south of Central Basin to just north of Army Street was once a peninsula known as Potrero Point. The slopes of the peninsula extending from Potrero Hill rose to an altitude of 100 feet or more above the Bay. The area has been flattened and filled over the years to such an extent that no vestige of its former shape remains.

The deep water adjacent to Potrero Point created an excellent opportunity site for development. The earliest activities to locate there were shipbuilding, ship repair and gunpowder storage. The Tubbs Cordage Company was established in 1856 on a leveled site now occupied by Muni's Woods Yard. Included in the project was a 1500 foot rope walk which extended into the Bay and probably served a secondary purpose as a loading wharf. William Alvord received a grant of submerged property which he filled in order to construct the Pacific Rolling Mills in 1867. Pier 70 is now on this site. As fill increased, other industries located in the Potrero Point area. The San Francisco Gas Light Company commenced operations in 1872 and parts of it exist today in the present plant owned by the Pacific Gas and Electric Company. Other factories set up in this area included the California Poppy Soap Company, the Sea Island Sugar House, and the California Sugar Refinery.

The major leveling of hills on Potrero Point occurred in conjunction with the construction of the Union Iron Works in the 1880's. Though originally known for machinery production, the Union Iron Works was also active in the shipbuilding field. Its purchase in 1905 by Bethlehem Steel led to an expansion of its shipbuilding efforts. Ship production peaked during the two world wars and was augmented with repair and maintenance work during other times.

The decision by Western Pacific railroad to fill its property south of the Gas Works finalized the elimina-



tion of Potrero Point as a peninsula. The Potrero Point shoreline was thus united with that of Islais Creek Basin.

The urban transportation system of the 19th century would not allow the separation of residential from industrial land uses to the degree that prevails today. Workers required housing in close proximity to their places of employment. Homes, hotels and boarding houses were constructed in the Central Waterfront area as residences for workers. Irish Hill was once a prominent working class neighborhood in the area until it was demolished to accommodate Bethlehem shipyard expansion during World War II. With few exceptions, most residences were demolished over the decades. The remaining ones can be found in a neighborhood adjacent to 22nd Street, sometimes called Dogpatch, and along Tennessee Street near Eighteenth.

The section of the Central Waterfront from Twenty-fifth Street south to Islais Creek Channel developed most recently. Islais Creek originally drained the area stretching from Twin Peaks and Glen Park to Alemany Gap before flowing into San Francisco Bay. It still flows into San Francisco Bay, although its course today runs through a concrete aqueduct beneath Interstate 280.

Islais Creek and the marshes surrounding were viewed as a barrier to the southern development of San Francisco. Organized efforts for reclamation were unsuccessful until 1925, when the passage of State legislation enabled the creation of the Islais Creek Reclamation District. The District was successful in filling the marshes and tidelands, dredging Islais Creek, and including a turning basin at its western end to allow room for ship maneuvering.

Industrial development was generally delayed until after World War II. During the war the area was the site of temporary housing. Demolition occurred after the war and much of the area was subsequently developed as a industrial park with single story concrete buildings. South of Army Street, food and oil processing plants were developed.

The most recent filling of Islais Creek occurred during the construction of Pier 80, formerly the Army Street ship Terminal. Financed by a bond issued approved by California voters in 1958, the terminal went into operation in 1967.

Land modification and Bay fill, both to accommodate the needs of economic activities, epitomize the historical development of the Central Waterfront. The recent history has taken a different turn. The establishment of the Bay Conservation and Development Commission, empowered to control activities on the Bay shoreline, has led to severe limitations on Bay filling. Changes in the locational economics of industry have resulted in firm closures and relocations. The area today is suffering from economic deterioration with employment and production drastically reduced from former levels.

Conditions and Trends

Key indicators of the general conditions is the Central Waterfront all declined during the last decade. The data on trends in population, land use, and employment, documents the magnitude of the decline. Projections for these indicators show a further decline, although the bright spots now appearing in the economy may suggest a more favorable future is attainable for the area.

The residential population of the Central Waterfront, which totaled 531 in 1970, has declined in pace with the removal of housing units. The construction of Interstate 280 and the Muni bus maintenance yard are the most recent causes for residential demolitions. However, the area is benefitting from the current trend of private rehabilitation of the City's housing stock and the condition of the existing units appears to be improving.

Data collected from 1961 and 1970 land use surveys show a 100 acre decline of land in industrial use in the Central Waterfront. In contrast, land in transportation and utility uses increased by 120 acres. Land in public use increased owing to freeway and bus yard construction. The amount of vacant land declined as conversion occurred to public and storage use. Only a few acres of vacant land remain in the area.

Despite the proximity of the Central Waterfront to downtown, there has been no general trend toward intensification of land use. Most new construction has continued in the form of low intensity uses such as trucking depots and warehouses. One promising trend that actually represents an intensification of land use is the development of showrooms for interior design products in formerly vacant warehouses. This is being augmented by the establishment of commercial service uses to support the showroom activities.

From 1965 to 1970, when citywide employment increased by 12 percent, employment in the Central Waterfront dropped by 22 percent from 16,304 to 12,557 jobs. Major declines were registered in manufacturing and wholesale trade with transportation showing a smaller decline. Minor employment gains occurred in

construction and commercial activities. The area has suffered additional employment losses since 1970 with the closing and relocating of firms in the metals products and ship repair industries.

An exception to the decline in manufacturing employment is the apparel industry, with several firms in this field having recently located in the area. Increases in construction employment are due to the area's use for the storage of construction supplies. Though new trucking, warehousing, and wholesale trade facilities have been constructed, potential net employment gains have been offset by closures and relocations of older firms and other losses of employment due to technological change and declining citywide demand.

Projections through the year 2000 show reductions in employment and in land used by industry. Employment is projected to drop by as many as 3100 jobs, with the services sector the only one forecasted to require additional workers. Industrial land use is projected to decline by a total of 13.9 acres consisting of an 8.3 acre drop in industrial plant space and a 5.6 acre drop in warehouse space.

Maritime trade through the Port of San Francisco has dropped drastically since the mid-1960's due to pier deterioration and the construction of modern facilities at competing Bay ports. The Central Waterfront has felt the effects of the decline in Port activity. Several major Port tenants have ceased operations in the area in recent years including American President Lines, and Triple A Ship Repair. Replacement tenants have been found in a few instances, and while most piers do support some maritime activity, it is at a level far below their cargo-handling capacities.

The decrease in the Port's general cargo trade can be attributed to technological changes within the maritime

industry. Containerization has created the demand for the construction of new facilities at ports throughout the world. Whereas the Port of San Francisco did not convert to containerization until recently, the Port of Oakland, with federal assistance, developed one of the world's largest container ports and subsequently, drew shipping lines from San Francisco.

Modern port facilities require substantial back-up land for equipment operation, storage, and intermodal cargo transfers. Investment in new capital facilities by the Port of San Francisco has occurred in the area south of China Basin where adequate back-up land is available. This southerly shift in the Port's maritime operations is reflected in the cargo tonnage statistics: In 1969, the Port's cargo tonnage was equally distributed between the piers north and south of China Basin, by 1977, 67% of the cargo was handled in the southern portion.

Present and future trends point to the strong potential for revitalizing San Francisco's maritime economy. Cargo projections for the upcoming decades show increasing maritime traffic for Bay ports with a substantial proportion allocated to the Port of San Francisco. Congestion at the Port of Oakland combined with the availability of facilities in San Francisco should give the Port a competitive edge in attracting this increase in shipping activity. The opening of trade with the Peoples Republic of China should also have a long-term positive impact on the Port of San Francisco.

Favorable economic trends are beginning to appear in the Central Waterfront. The previously identified healthy components of the local economy, apparel manufacturing and interior design activities, are now undergoing expansion and future growth is anticipated. Changing conditions in the overall San Francisco economy could also bode well for the Central Waterfront. The boom in downtown highrise construction is causing

some displacement of professional firms which are relocating in the South of Market area and are forcing upward pressure on rents. The displaced firms are often able to outbid existing industrial and downtown support activities for space. With the suburban industrial parks nearing full occupancy, the South of Market firms are seeking suitable sites for operation within San Francisco. The Central Waterfront is one of the few areas in the City that can accommodate industrial uses. This trend combined with expected increase in transportation costs from the suburbs could make the Central Waterfront a desirable location for certain industries.

In summary, the future of the Central Waterfront is uncertain. Although statistical projections show a continuation of the declines experienced in the recent past, there are several strong points in the local economy which are expected to grow. Maritime trade could increase, but only if the Port of San Francisco is aggressive in developing and marketing modern cargo-handling facilities. The Central Waterfront's general attractiveness for economic activities could also be boosted by the competition for a limited supply of industrial land in San Francisco.

Overall Goal

The overall goal of this Plan is to create in the Central Waterfront area a physical and economic environment conducive to the retention and expansion of San Francisco's industrial and maritime activities. This goal is set forth in order to reverse the pattern of economic decline in the area and to establish a land base for the industrial and maritime components of the San Francisco economy. The following objectives and policies are designed to:

1. Increase employment opportunities for San Francisco's unemployed and underemployed residents;

2. Enhance the working environment to stimulate business growth; and

3. Improve the area's appearance and attractiveness.

OBJECTIVES AND POLICIES

LAND USE

OBJECTIVE 1

STRENGTHEN AND EXPAND LAND USES ESSENTIAL TO REALIZING THE ECONOMIC POTENTIAL OF THE CENTRAL WATERFRONT.

POLICY 1

Encourage the intensification and expansion of industrial and maritime uses.

POLICY 2

Preserve and protect the Central Waterfront area as a land base for San Francisco industry. Prevent the conversion of land needed for industrial or maritime activity to non-industrial use.

POLICY 3

Promote new development which has minimal adverse environmental consequences. Assure that the adverse environmental impacts of new development are fully mitigated.

OBJECTIVE 2

MAINTAIN AND DEVELOP ADDITIONAL USES ON LAND SURPLUS TO INDUSTRIAL AND MARITIME NEEDS.

POLICY 1

Preserve existing residential uses and develop limited new housing.

POLICY 2

Retain existing commercial uses and expand as needed to serve increases in the working and residential populations.

POLICY 3

Improve, expand, and develop recreational areas at established public access points along the waterfront enabling public use and enjoyment of the shoreline.

INDUSTRY

OBJECTIVE 3

RETAIN, EXPAND, AND PROTECT INDUSTRIAL ACTIVITY IN THE CENTRAL WATERFRONT.

POLICY 1

Promote industrial expansion through maximizing and intensifying the use of existing facilities and properties, rehabilitating older industrial structures, and developing vacant land with industrial uses.

POLICY 2

Encourage the consolidation of rail operations and unnecessary tracks and facilities to increase land available for industry. Assure no reduction occurs in needed present or future rail service to San Francisco.

POLICY 3

Develop and promote training programs to target local residents for employment opportunities resulting from new economic development.

POLICY 4

Establish and promote financing programs to provide funds for local business development.

POLICY 5

Support the expansion of small businesses and firms in newly emerging industries.

POLICY 6

Encourage the growth of firms which strengthen or complement the maritime operation of the Port, either by directly engaging in maritime activities or by providing ancillary services.

POLICY 7

Remove antiquated and overly restrictive provisions from City codes that impose undue burdens on industry and restrict expansion efforts, but maintain requirements designed to protect and enhance environmental quality.

POLICY 8

Avoid encroachment of incompatible land uses on viable industrial activity by appropriately zoning and mapping industrial districts. Resolve potential land use conflicts in a manner that recognizes the importance of industrial activity to the well-being of San Francisco.

POLICY 9

Deliver key public services, including police, fire, sanitation and transportation at levels necessary to support and encourage industrial activity.

POLICY 10

Assist firms displaced from other parts of San Francisco, especially those displaced by downtown office expansion, in locating in the Central Waterfront.

POLICY 11

Attract new industries that create employment opportunities for City residents, add tax revenues in excess of public service costs, and strengthen and diversify San Francisco's economic base.

MARITIME

OBJECTIVE 4

RETAIN AND EXPAND MARITIME USES ALONG THE CENTRAL WATERFRONT.

POLICY 1

Retain all existing maritime general cargo facilities along the Central Waterfront (Piers 48, 50, 70, and 80).

POLICY 2

Retain all existing ship repair operations along the Central Waterfront (Pier 54 and the former Bethlehem Yard).

POLICY 3

Encourage the expansion and modernization of maritime cargo handling facilities and the development of container facilities along the Central Waterfront.

POLICY 4

Reserve land adjacent to the waterfront as required for maritime support use.

COMMERCE

OBJECTIVE 5

PROVIDE A QUANTITY AND MIX OF COMMERCIAL ACTIVITIES NECESSARY TO SERVE THE LOCAL NEEDS OF THE CENTRAL WATERFRONT.

POLICY 1

Promote the retention and improvement of existing commercial activities that support local residential, industrial, maritime, and recreational uses.

POLICY 2

Support the expansion of commercial uses if needed to serve demand generated by new development.

POLICY 3

Prevent new office development, except that which serves a principal industrial or maritime use in the Central Waterfront.

POLICY 4

Encourage water-oriented commercial recreation activities at public access points along the shoreline.

RESIDENCE

OBJECTIVE 6

RETAIN AND IMPROVE EXISTING RESIDENTIAL USES IN THE CENTRAL WATERFRONT AND DEVELOP A LIMITED QUANTITY OF NEW HOUSING.

POLICY 1

Encourage the preservation and rehabilitation of the existing housing stock.

POLICY 2

Encourage additional housing within established residential areas.

POLICY 3

Promote major new residential development near China Basin Channel on underutilized land suitable for housing and surplus to the needs of industry.

POLICY 4

Require new residential developments to include an adequate supply of low and moderate income units and provide a mix of units types to accommodate a variety of household sizes.

POLICY 5

Provide rent supplements and assist in local home ownership to avoid displacement of existing residents.

TRANSPORTATION

OBJECTIVE 7

IMPROVE THE ACCESSIBILITY OF THE CENTRAL WATERFRONT.

POLICY 1

Improve citywide and regional transit access to the Central Waterfront.

POLICY 2

Establish an official truck route system along the designated major and secondary thoroughfares to facilitate truck movements within and through the Central Waterfront and to minimize the adverse impacts of truck movement on adjacent residential, commercial, and recreational land uses.

POLICY 3

Extend a Light-Rail Vehicle line through the Central Waterfront along the Third Street corridor connecting to the Southern Pacific Depot and the proposed Embarcadero rail line.

POLICY 4

Improve transportation access on Third Street by implementing design changes in traffic lanes, turning bays, and signal timing.

POLICY 5

Improve regional highway access by completing the proposed State Route 230 (Hunter's Point Parkway) and the proposed on-ramp to Interstate 280 immediately south of Islais Creek Channel.

POLICY 6

Provide adequate rail and truck access to all maritime piers.

OBJECTIVE 8

IMPROVE TRANSPORTATION CONDITIONS WITHIN THE CENTRAL WATERFRONT.

POLICY 1

Improve internal vehicular circulation through the construction, repair, and maintenance of public streets, and the provision of appropriate signing and lighting.

POLICY 2

Maintain and construct sidewalks on streets with pedestrian traffic.

POLICY 3

Encourage the use of public transit, carpooling/vanpooling, and jitney service to minimize the consumption of scarce industrial land for commuter parking lots. Where demand for parking can be clearly established, give preference to parking structures as opposed to open lot parking.

POLICY 4

Provide short-term parking to support wholesale, design, and related activities. Develop parking treatments for on-street spaces to assure short-term turnover of vehicles.

POLICY 5

Require off-street parking facilities for freight loading and service vehicles in all major new developments and incorporate these in older buildings where feasible. Provide short-term loading spaces on the street for routine deliveries and essential services, with strict enforcement of time limits.

POLICY 6

Develop a parking reservoir to serve downtown travelers on underutilized land north of China Basin Channel beneath the stub-end of Interstate 280. Provide frequent shuttle service from the reservoirs to downtown using transit, jitneys, or other means.

POLICY 7

Encourage new developments to provide pedestrian amenities and transit access improvements such as pedestrian resting areas, bus stop shelters, and transit information displays.

RECREATION AND OPEN SPACE

OBJECTIVE 9

PROVIDE PUBLIC ACCESS AND RECREATIONAL OPPORTUNITIES ALONG THE SHORELINE.

POLICY 1

Maintain and improve the quality of existing shoreline recreational areas at Central Basin and Warm Water Cove.

POLICY 2

Expand existing recreational areas and establish new ones at China Basin Channel and Islais Creek Channel, so long as compatible with present or planned maritime activity.

POLICY 3

Provide public overlooks, viewing areas, and open spaces with convenient pedestrian access in areas of maritime activity.

URBAN DESIGN

OBJECTIVE 10

ACHIEVE AN AESTHETIC URBAN FORM IN THE CENTRAL WATERFRONT CONSISTENT WITH THE ECONOMIC DEVELOPMENT OF THE AREA.

POLICY 1

Reinforce the visual contrast between the waterfront and hills by limiting the height of structures near the shoreline. Relate the height and bulk of new structures away from the shoreline to the character of the topography and existing development.

POLICY 2

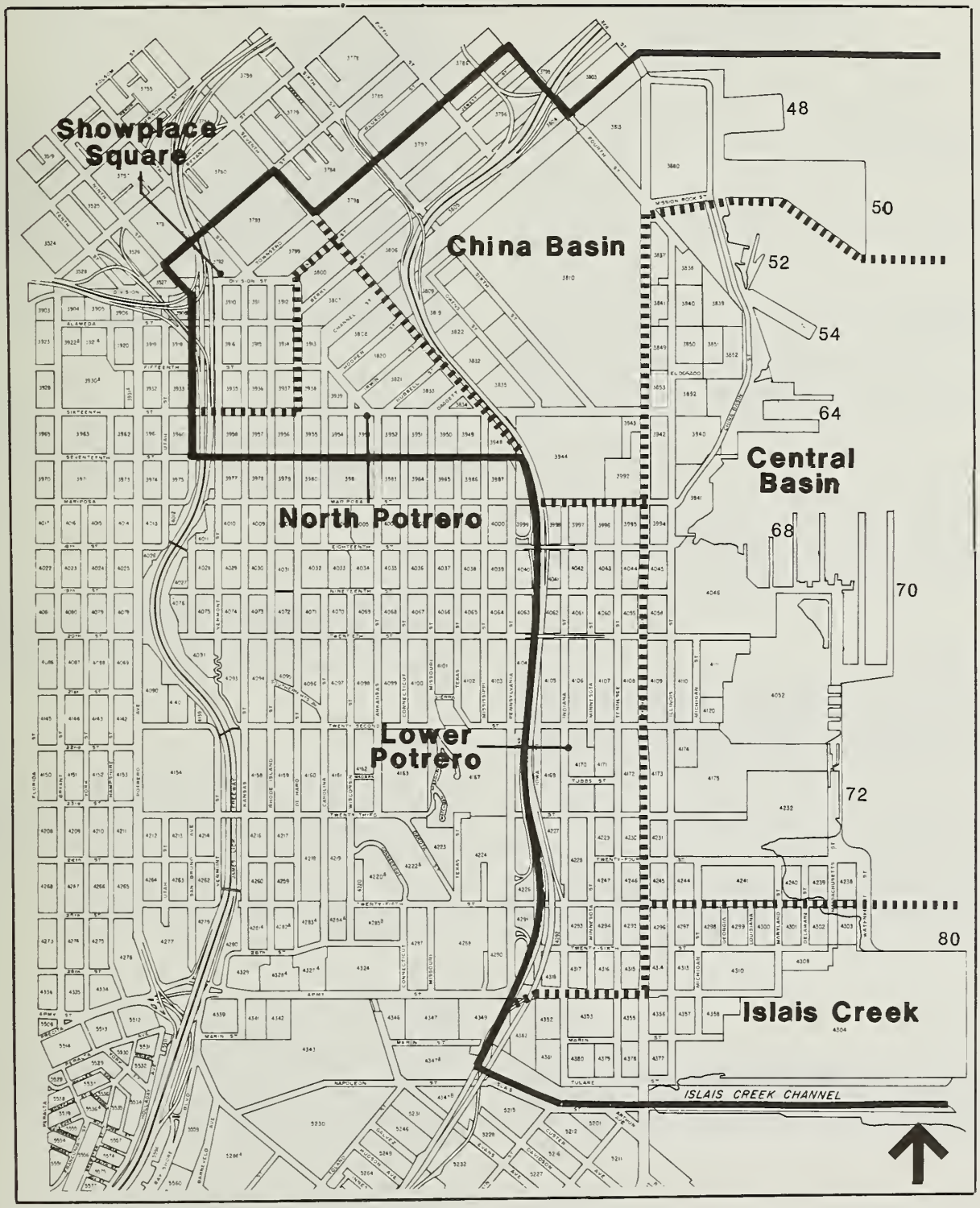
Protect and create views of the downtown skyline and the Bay. Design and locate new development to minimize obstruction of existing views.

POLICY 3

Encourage the rehabilitation of architecturally or historically significant buildings with reuse potential.

POLICY 4

Encourage the inclusion of recreational facilities, outdoor leisure areas, and public open spaces in new private developments.



CENTRAL WATERFRONT
Planning Area

Map 1

SUBAREAS

SHOWPLACE SQUARE AREA

OBJECTIVE 11

DEVELOP A MAJOR DESIGN CENTER IN THE SHOWPLACE SQUARE AREA.

POLICY 1

Encourage the expansion of the area's predominant use for the exhibit, marketing, and wholesale trade of interior design products.

POLICY 2

Encourage the development of a community design center for neighborhood use.

POLICY 3

Encourage the development of ancillary commercial activities to serve the area's businesses, workers, and visitors.

POLICY 4

Encourage the evening use of buildings and facilities for business, entertainment, public assembly, and ceremony.

POLICY 5

Assist in relocating within San Francisco any industrial uses displaced by the expansion of design-related activities.

OBJECTIVE 12

DEVELOP TRANSPORTATION IMPROVEMENTS TO ENHANCE PEDESTRIAN CIRCULATION AND FACILITATE TRAVEL AND GOODS MOVEMENT TO AND WITHIN THE SHOWPLACE SQUARE AREA.

POLICY 1

Redesign the roadway and sidewalk at the intersection of Eighth, Townsend, Division, and Kansas Streets to create a major pedestrian link to the adjacent activity centers and to provide for safe traffic flow. Include attractive landscaping, quality sidewalks, and street furniture to improve the pedestrian environment.

POLICY 2

Determine the present and future use status of all spur tracks and effectuate the removal of the abandoned, unused, or unnecessary trackage. For those spur tracks scheduled for retention, strictly enforce the street maintenance responsibilities of the users.

POLICY 3

Construct and maintain sidewalks throughout the Showplace Square Area and provide street beautification improvements for pedestrian enjoyment.

POLICY 4

Develop parking control measures establishing areas for short and long-term automobile parking and truck loading. Use appropriate on-street parking controls, such as signing and metering, to indicate areas for short-term automobile parking and truck loading.

POLICY 5

Construct a multi-story parking facility as needed to serve increased demand for parking generated by new development. Encourage the conversion of surface parking lots to more intensive use.

OBJECTIVE 13

PRESERVE AND EXPAND THE HISTORIC INDUSTRIAL CHARACTER OF THE SHOWPLACE SQUARE AREA.

POLICY 1

Encourage the retention and promote the reuse of buildings with brick and timber construction.

POLICY 2

Encourage the design of new construction to be consistent with the existing architectural character of the area.

POLICY 3

Screen unsightly open yard and other unattractive uses from public view with aesthetic facade or landscaping.

NORTH POTRERO AREA

OBJECTIVE 14

IMPROVE AND STRENGTHEN THE INDUSTRIAL CHARACTER OF THE NORTH POTRERO AREA.

POLICY 1

Promote the rehabilitation of industrial buildings and encourage more intensive use of existing facilities.

POLICY 2

Market vacant land and buildings for light industrial uses.

CHINA BASIN AREA

OBJECTIVE 15

EXPAND MARITIME ACTIVITY IN THE CHINA BASIN AREA.

POLICY 1

Continue and expand the use of Piers 48 and 50 for general cargo and add a general cargo facility at Pier 62.

OBJECTIVE 16

PROVIDE WATERFRONT PUBLIC ACCESS AND RECREATION IN THE CHINA BASIN AREA.

POLICY 1

Develop a new waterfront recreation area along China Basin Channel. Develop both sides of the Channel west of Fourth Street for public access, viewing, and waterfront recreation. Develop a pedestrian promenade and bicycle path on the north side of the Channel between Third and Fourth Streets. Develop public viewing and fishing areas where compatible with Port maritime activities west of Pier 62. Maintain existing commercial - recreation and housing uses.

OBJECTIVE 17

DEVELOP A MIX OF NEW USES ON SURPLUS RAIL PROPERTY IN THE CHINA BASIN AREA.

POLICY 1

Identify land surplus to the operating needs of the railroads and the Port. Encourage the consolidation of rail operations, either internally or jointly, as a means of releasing land for alternative uses.

POLICY 2

Consistent with the operating needs of the railroads, develop a mixed-use neighborhood with predominantly residential uses in the area south of China Basin Channel and west of Third Sreet. Include compatible commercial and light industrial uses.

POLICY 3

Encourage the intensification of existing industrial activity and promote industrial expansion on underdeveloped sites.

OBJECTIVE 18

RELATE THE SCALE OF NEW DEVELOPMENT TO SAN FRANCISCO'S DISTINCTIVE HILL FORM, TO THE ADJACENT WATERFRONT, AND TO EXISTING DEVELOPMENT.

POLICY 1

Encourage major new development in the China Basin area to take the form of a cluster of buildings surrounded by progressively lower structures stepping down to the Channel to create a hill-like shape compatible with San Francisco's natural setting.

POLICY 2

Minimize blockage of private and public views and maintain, to the extent feasible, sightlines from Potrero Hill to the waterfront and downtown.

CENTRAL BASIN AREA

OBJECTIVE 19

EXPAND MARITIME ACTIVITY IN THE CENTRAL BASIN AREA.

POLICY 1

Reserve the water area, piers and seawall lots for the development of a container facility, to include at least two berths and 60 acres of back up land.

POLICY 2

Encourage the retention and promote the expansion of ship maintenance and repair activities at the Bethlehem site which support and strengthen San Francisco's maritime industry.

POLICY 3

Continue and expand the use of Pier 70 as an automobile receiving facility.

OBJECTIVE 20

RETAIN AND EXPAND INDUSTRIAL USES IN THE CENTRAL BASIN AREA.

POLICY 1

Encourage more intensive use of existing industrial land and facilities.

POLICY 2

Assure that any power plant expansion on the Pacific Gas and Electric Company site will provide additional employment and will not adversely affect the environment.

OBJECTIVE 21

IMPROVE AND EXPAND THE WATERFRONT RECREATION AREAS AT WARM WATER COVE AND CENTRAL BASIN.

POLICY 1

Maintain existing recreational improvements at Warm Water Cove and expand to adjacent waterfront properties. Develop a waterfront picnic area and fishing pier south of 24th Street. Provide public access along the north side of the Cove and construct a fishing quay at the Bay. Shield the recreation area from surrounding industrial uses by providing attractive landscaping.

POLICY 2

Improve and expand the existing recreation area at Central Basin by developing a public beach and waterfront park, and a small boat marina, so long as compatible with existing and planned maritime and private ship repair activities.

POLICY 3

Continue the use of existing public boat ramp south of Pier 50. If future Port development necessitates, replace it with an equivalent elsewhere on the eastern shoreline.

ISLAIS CREEK AREA

OBJECTIVE 22

EXPAND MARITIME ACTIVITY IN THE ISLAIS CREEK AREA.

POLICY 1

Continue to modernize Pier 80 as a container terminal facility.

POLICY 2

Purchase the Western Pacific Railroad yard for maritime development.

POLICY 3

Continue the maritime use of Pier 84 and adjacent land.

OBJECTIVE 23

DEVELOP WATERFRONT RECREATIONAL USES ON ISLAIS CREEK CHANNEL.

POLICY 1

Develop the Islais Creek Turning Basin for recreational use and a small craft marina, if and when it is no longer needed for Port maritime activity.

OBJECTIVE 24

RETAIN AND EXPAND INDUSTRIAL USES IN THE ISLAIS CREEK AREA.

POLICY 1

Encourage industrial uses in the area west of Pier 80 south to Islais Creek Channel.

LOWER POTRERO AREA

OBJECTIVE 25

RETAIN AND EXPAND INDUSTRIAL USES IN THE LOWER POTRERO AREA.

POLICY 1

Encourage the intensification and expansion of manufacturing and wholesale trade activities.

POLICY 2

Develop the vacant and surrounding land bounded by Interstate 280, Mariposa, Twenty-Second and Third Streets with a mini-industrial park providing closure, privacy, security, open space and a buffer from neighboring residential areas through the innovative design of buildings, landscaping, sidewalks, parking, and screening.

OBJECTIVE 26

PRESERVE AND IMPROVE THE EXISTING RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Protect existing housing from the adverse effects of adjacent industrial activity. Promote screening, soundproofing, and landscaping of industrial uses to minimize their impact on residential areas.

POLICY 2

Promote the retention and conservation of the existing housing stock. Support efforts to rehabilitate substandard units at affordable costs to increase the supply of decent housing.

POLICY 3

Encourage the development of new housing on vacant sites in the residential district adjacent to Twenty-Second Street from Third to Minnesota Streets.

POLICY 4

Improve existing commercial uses on Third Street and Twenty-Second Street and expand as needed to serve the local population.

POLICY 5

Improve the I. M. Scott School yard for playground use and rehabilitate the school building for community use.

SOUTH BAYSHORE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SOUTH BAYSHORE

INTRODUCTION

The purpose of the South Bayshore Area Plan is to guide the orderly development of the South Bayshore district in a manner consistent with local and City-wide objectives. The Plan should provide guidelines whereby the public and private enterprise can work together to fulfill the social, economic and physical development objectives with maximum benefit for all.

The primary objective of the Plan is to improve the total environment of the area, including residential opportunities and amenities, community facilities, and commercial and industrial patterns.

The policies and conclusions contained herein are addressed to the district's needs, problems, and potentials, and to the conservation and enhancement of the district's positive physical features. The Plan respects existing development by proposing no major changes in land use for built-up areas. The policies and conclusions, as they relate to existing development, are directed toward extending its useful life and making the district more functional and attractive. Proposals for the development of the South Bayshore's wealth of vacant land include major policy changes and represent a new approach to planning these areas.

Source Material

Except for the Sub-Area Plan for San Francisco Executive Park, the South Bayshore Plan is based upon the "South Bayshore Study: A Proposed Development Plan," 1969. That document should be relied upon for detailed background information, data, further rationale and considerations leading to the proposals in this Plan. The Sub-Area Plan for San Francisco Executive Park is based upon material contained in Department Case Report No. 81.197 RSEMZC, dated October 16, 1985.

TRANSPORTATION

OBJECTIVES 1 and 2

TO DEVELOP A SYSTEM FOR THE EASY MOVEMENT OF GOODS AND PEOPLE, BASED UPON PROJECTED NEEDS OF LOCAL ACTIVITIES AND THROUGH TRAFFIC, AND UPON THE TRANSPORTATION SYSTEMS OF THE CITY AND REGION.

TO IMPROVE ACCESS TO THE AREA FROM OTHER PARTS OF THE CITY, TO DEVELOP A COHERENT NETWORK OF STREETS, TO RELATE THE CIRCULATION SYSTEM MORE CLOSELY TO THE AREA IT SERVES, AND TO KEEP INTRUSIVE TRAFFIC OUT OF THE RESIDENTIAL NEIGHBORHOODS.

POLICIES AND PLAN PROPOSALS

1. The Southern-Embarcadero and James Lick Freeways are to remain unchanged except for the proposed addition of ramps to the latter at Harney Way.

2. Third Street and Army Street are proposed to remain arterials.

3. Geneva Avenue, an arterial, should be extended east, connecting with the Harney-Lick interchange.

4. Bayshore Boulevard, Evans-Innes Avenues, Oakdale Avenue west of Third Street, Industrial Street, Silver Avenue, and Harney Way should function as major streets.

5. A new cross-district major street should be developed using portions of Bancroft, Carroll, and Egbert Avenues.

6. Local streets should be adjusted insofar as possible to discourage through traffic, particularly through residential areas. The proposed change of Gilman and Palou Avenues to function as local streets rather than major streets should be noted.

7. Third Street should serve as the spine of the public transit system, providing service via this route to downtown and to employment centers in San Mateo County.

8. Neighborhood feeder bus service should be upgraded and these lines should be extended to provide non-transfer service to key destinations in the western part of the City, and to BART stations.

RESIDENCE

OBJECTIVES 3 and 4

TO CONSERVE AND ENHANCE EXISTING SOUND RESIDENTIAL AREAS AND TO BUFFER RESIDENTIAL USES FROM NEARBY INDUSTRIAL USES.

TO GUIDE AND ENCOURAGE THE BUILDING OF PROPERLY LOCATED WELL-DESIGNED HOMES WHICH WILL MEET THE NEEDS OF THE PEOPLE AND ALLOW FOR THE GROWTH OF A STABLE, VARIED POPULATION.

POLICIES AND PLAN PROPOSALS

1. In that existing residential neighborhoods are basically sound, Federally Assisted Code Enforcement (FACE) should be programmed in consenting neighborhoods.

2. Minor adjustments in street patterns and zoning districts should be used to define the boundaries between homes and industry.

3. The density in existing neighborhoods should remain low.

4. No additional public housing projects should be developed. Any additional public housing which is made available through such programs as leasing and rent subsidy programs should be scattered and indistinguishable from neighboring development.

5. A low to medium-density residential development should be built on Hunters Point Ridge as described in the Redevelopment Plan for that area.

6. A development of approximately 600 residential dwelling units should be built at Candlestick Cove as described in the San Francisco Executive Park Sub-Area Plan.

7. A development of approximately 200 homes should be built on the north slope of Bayview Hill adjoining the Bret Harte Neighborhood.

8. New residential development should be oriented toward family occupancy, should be racially integrated, and priced to meet the needs of a full range of income requirements.

EDUCATION

OBJECTIVE 5

TO PROVIDE ATTRACTIVE, CONVENIENTLY LOCATED SCHOOLS, TO SERVE THE NEEDS OF THE COMMUNITY.

POLICIES AND PLAN PROPOSALS

1. Three new elementary schools should be constructed within the district: two to serve Hunters Point Ridge, and one to serve the new residential neighborhood east of Candlestick stadium.

2. Jedediah Smith Elementary School should be renovated.

3. Bayview Elementary school should be rebuilt on an enlarged site.

4. Further consideration should be given to development of a secondary school and higher education complex for which alternative sites are suggested.

RECREATION

OBJECTIVES 6 and 7

TO PROVIDE ADEQUATE, PROPERLY LOCATED RECREATIONAL FACILITIES.

TO MAKE THE WATERFRONT A RECREATIONAL ASSET TO THE SOUTH BAYSHORE AND TO THE ENTIRE CITY.

POLICIES AND PLAN PROPOSALS

1. A shoreline park and marina is proposed in the tidelands east of Candlestick Stadium.

2. A marine-oriented recreation area is proposed at India Basin.

3. Bayview Park should be improved, enlarged, and made more accessible.

4. The shoreline at Candlestick Cove should be accessible to the public for recreational purposes.

5. All existing playgrounds and recreation facilities are proposed to be retained.

6. Gilman Playground should be expanded to the north across Gilman Avenue.

7. Three new recreation-park facilities are proposed in accordance with plans for the redevelopment of Hunters Point Ridge.

8. A major playground should be developed in the vicinity of Thomas Avenue and Ingalls Street.

9. New recreation-park facilities to serve future neighborhoods are proposed at Candlestick Cove and for the shoreline neighborhood.

10. The north tunnel-top play area on Palou Avenue and the proposed south tunnel-top play area on Diana Street should ultimately be enlarged into small parks. A small park and play area is proposed adjoining Gould Street.

11. In addition small play areas, linear parks and planted buffer zones should be developed.

12. Neighborhood activities centers should be developed on Hunters Point Ridge, in Bret Harte Neighborhood, and at Silver Terrace.

13. A community center is proposed including a cultural center and space for other community activities around an urban plaza at Third and Mendell Streets and Oakdale Avenue.

14. The Opera House is proposed to be retained and rehabilitated, and together with the Joseph Lee Recreation Center should become a part of the community center complex.

PUBLIC HEALTH & SAFETY

OBJECTIVE 8

TO PROVIDE ADEQUATE, EFFICIENT, AND PROPERLY LOCATED PUBLIC HEALTH AND SAFETY FACILITIES.

POLICIES AND PLAN PROPOSALS

1. Space should be provided in or near the community center for a variety of public services. Among these services should be a permanent public health substation and a police-community relations office.

2. Further consideration should be given to the development of a community hospital for which alternative locations are proposed.

3. A new fire station is proposed to be constructed east of Candlestick Stadium.

COMMERCE

OBJECTIVE 9

TO IMPROVE THE SHOPPING AREAS AND TO ATTRACT APPROPRIATE COMMERCIAL INVESTMENT FOR THE GREATER CONVENIENCE AND PLEASURE OF THE PEOPLE WHO LIVE AND WORK IN THE COMMUNITY.

POLICIES AND PLAN PROPOSALS

1. Third Street should be retained and enhanced as the district's principal commercial district.

2. The proposed community center should be developed within the Third Street commercial core.

3. Commercial activities are proposed to be intensified in the core portion of Third Street between Kirkwood and Thomas Avenues. Residences and offices should be developed in the core area above commercial uses.

4. Auto-oriented commercial uses should be located outside the core area.

5. Adequate parking should be provided for the core commercial area.

6. Improvements in the Third Street commercial district should include tree planting, street furniture, and sign control.

7. Other existing commercial areas should remain.

8. New neighborhood shopping centers are proposed on Hunters Point Ridge, and in the tidelands area.

9. A new commercial area should be developed in connection with the marina and recreation complex at India Basin.

10. A marina and commercial recreation pier is proposed in the shoreline park east to Candlestick Stadium.

INDUSTRY

OBJECTIVE 10

TO PROVIDE JOB OPPORTUNITIES BY ENCOURAGING INDUSTRIAL DEVELOPMENT BEST SUITED TO THE CITY'S ECONOMIC BASE AND TO THE SOUTH BAYSHORE DISTRICT.

POLICIES AND PLAN PROPOSALS

1. Generally, industry in the district should be attractive in appearance and labor intensive.

2. The redevelopment process should be used in South Basin to accelerate the development of vacant industrial lands, to overcome such problems as the inappropriate street pattern, and to create new job opportunities.

3. Adjustments in zoning boundaries should be considered and landscaped strips should be developed to separate industry from residence.

4. Except for marine uses, the shoreline should not be used for industry.

5. Planning Code amendments should be considered to improve off-street parking and loading requirements and to impose controls on the appearance of open storage yards.

URBAN DESIGN

OBJECTIVES 11 and 12

TO ENHANCE THE DISTRICT'S POSITIVE FEATURES, TO UNIFY THE DISTRICT VISUALLY, AND TO GIVE DEFINITION TO SUBAREAS.

TO IMPROVE THE APPEARANCE OF THE AREA FOR THOSE WHO LIVE THERE, AND TO MAKE THE SOUTH BAYSHORE AN ATTRACTIVE AND INTERESTING PLACE TO VISIT.

POLICIES AND PLAN PROPOSALS

1. The shoreline should be stabilized, with a limited amount of fill to create land for recreational and port purposes and with the greater part of the platted tidelands to remain open water.

2. Parks are proposed along the length of the non-industrially used shoreline. In general there should be a new emphasis on the water as a visual asset and upon linking the district with the shore.

3. Appropriate development at the important Bayview Hill Candlestick Cove gateway to the City should be undertaken in accordance with the Plan.

4. The hills should be emphasized as design features and the hilltops kept as open landscaped view points.

5. Freeways should be landscaped and developed to function as linear parks.

6. The configuration of Port fill at India Basin should be compatible with recreation and park development in the Basin, and, where appropriate, the edge of this fill should be landscaped and accessible to the public.

7. Fill in the southern portion of the Naval Shipyard should not exceed that shown in the Plan, and southern shore should be landscaped.

8. A district-wide program of street tree planting and landscaping should be undertaken.

9. In addition to landscaping, proposed improvements in the neighborhoods should include narrowing and closing of selected streets.

10. Landscaped buffer strips should be developed which will delineate use districts and screen industry from homes.

11. The community center at Third Street in the commercial core should serve as a focal point for the entire district.

12. Structure or architectural and historic interest should be preserved.

SUMMARY

The development plan for the South Bayshore district includes and coordinates the elements discussed in the preceding section. Circulation, housing, community facilities, including schools, parks and playgrounds, and health and safety facilities, commerce, industry, and urban design are all components of the Plan. The Plan, however, is more than the sum of these parts. It is a blend of the various elements, and depends as much on the interaction and relationship between land uses as it does on the location and extent of the uses proposed.

For instance, the linkage between industrial areas and major circulation proposals is evident in the overall Plan, and the suggested treatment of minor streets, designed to separate industrial and residential traffic, and to discourage through traffic in residential neighborhoods, becomes more meaningful when the individual elements of the Plan are merged.

The conservation and enhancement of existing sound residential areas and the provision of new housing with a potential for social and economic diversity is an important city-wide issue as well as a primary community concern. The potential compatibility of existing

SOUTH BAYSHORE PLAN

Map 1

- Low Density Residential
- Medium Density Residential
- Candlestick Park
- Park. Recreation. Planted Area
- Commercial
- Industrial
- Support Facilities. Naval Shipyard
- Alternate Sites for Higher Educational Facilities

- S School
- M Mini Park
- C Community Center
- N Neighborhood Center
- L Library
- H Public Health Center
- P Police Station
- F Fire Station

- Local Street
- Secondary Thoroughfare
- Major Thoroughfare
- Freeway
- SP Railroad and Station
- * See Sub-Area Plan for San Francisco Executive Park
- Refer to The Transportation Element for Criteria for State Route 230

low-density residential areas with the new, somewhat higher-density housing proposed near the shoreline, on Hunters Point Ridge, and on the higher slopes of Bayview Hill becomes apparent in the Plan, as does the better balance, within the district, of residential and industrial land.

The Plan also indicates the close bond between residential use and the proposed system of schools, playgrounds and shopping centers. The intent to contain industry and protect residential areas by buffers of planting and park strips becomes evident as these parts of the Plan are brought together.

Curtailment of fill and creation of parks and marinas at India Basin and in the Candlestick tidelands is a response to the expressed desire of the people of the South Bayshore and the surrounding communities as well as from more remote districts for recreation areas on the eastern shore of the City. The relationship of the shoreline to new residential areas, the accessibility of shoreline parks to high employment centers as well as to residents of the area and the linkage of this shoreline park system to the rest of the City and the region are major contributions of the proposed Plan.

It is these relationships which give the Plan meaning and purpose and integrity in response to the goals for development of the district which were established by the community. The Plan, being responsive as well to trends and issues in surrounding communities, and to City-wide goals and objectives, also relates the South Bayshore more closely to the rest of the City.

SUBAREA PLAN FOR SAN FRANCISCO EXECUTIVE PARK

OBJECTIVE 13

TO CREATE, AS A "GATEWAY TO THE CITY", A BALANCED URBAN DEVELOPMENT WHERE OFFICE, RETAIL SPACE AND A HOTEL ARE INTEGRATED WITH A CENTRAL PLAZA, PROMENADES, AND OPEN SPACE, WITH A NEW RESIDENTIAL COMMUNITY TO THE EAST.

The policies below shall apply to development of the Executive Park subarea. The Land Use Plan for the 71 acre Executive Park subarea appears in Map 2. The Circulation Plans (Automobile Access, Automobile Egress and Internal Automobile Circulation) appear in Maps 3, 4, and 5 and the Urban Form (height and bulk) Plan appears in Map 6.

POLICY 1: OFFICES

Develop a maximum of 1,700,000 square feet of office space. Locate all new office space, excluding office buildings OB-1, OB-2, OB-3, and OB-4 as shown on Map 2, north of Executive Park Boulevard in buildings which range in height from 4 stories to 15 stories, becoming taller the closer they are to the center. The massing of the structures, stepping up and back from the street incrementally, should reflect the form of the hillside to the north and reinforce the urban character of the project. Each building should extend out to the edge of the street incorporating an arcade which covers the sidewalk.

POLICY 2: TOWN CENTER

Develop a Town Center which is centrally located between existing and new development at the intersection of the pedestrian arcade which connects all office buildings north of Executive Park Boulevard and the pedestrian promenade which links the office/retail buildings with the hotel and surrounding offices south of the boulevard. At the base of the tallest office buildings, develop a plaza surrounded by retail arcades as a gathering place for the Executive Park community as well as the surrounding communities.

POLICY 3: HOTEL

Develop a hotel/meeting building with approximately 350 rooms primarily to serve office uses in the area. Locate the hotel directly south of the pedestrian promenade to create a counterpoint on axis with Town Center. Provide garage space for the hotel and the displaced surface parking under the hotel. Provide access to the hotel off Executive Park Boulevard to the north, via a pedestrian promenade and a formal vehicular access of the intersection of Alana Way and Harney Way.

POLICY 4: RETAIL USES

Provide approximately 45,000 square feet of retail space integrated with the office uses and situated primarily around the Town Center. Orient retail uses to serve office workers and residents of the area as well as those of surrounding communities. Provide additional retail space within the hotel. Allow a restaurant south of Alana Way.

POLICY 5: RESIDENTIAL COMMUNITY

Develop approximately six hundred units of housing (a considerable number should be two bedrooms) on the eastern portion of the site in two- to four-story structures over one- to two-level parking podiums. Construct the western-most cluster of housing around an automobile turnaround to create a gateway from the central site into the residential area. Construct the balance of the housing units to the east, following the form of the hillside contours. Include children's play area(s) and if feasible, some convenience retail shopping.

POLICY 6: OPEN SPACE

Develop approximately twenty-six acres of the subarea as a hillside park and develop hillside trails as pedestrian links to the park from the Town Center, Bayview Hill Park and Candlestick Point State Recreation Area. At various locations and elevations construct a series of scenic vistas which allow people to rest, picnic, and enjoy the view of the bay.

Create a variety of landscaped zones on the hillside. The area adjacent to the freeway should be densely planted with trees and shrubs. Trees should be used to screen the parking structure as well as provide an appropriately scaled backdrop to the office buildings. The northern-most zone adjacent to Bayview Hill Park should be planted with trees and shrubs which are similar to those already growing within it, visually integrating both sides of the hill. The central portion of the hill should be planted with smaller shrubs and cascading plant materials which will cover the hillside with low growing vegetation, thereby softening the quarried texture of the exposed rock.

Limit overall building coverage in the development area (excluding the area designated OS in Map 6) to 50% and in the entire site 35%. Landscape the open area not used for streets and parking areas with ornamental plantings and coordinated flowering ground covers to provide a continuous series of related open spaces and to create a unified visual environment.

POLICY 7: TRANSPORTATION MANAGEMENT PROGRAM

Develop and implement a comprehensive transportation management program (TMP) in cooperation with the City, transit operators, ridesharing agencies and other agencies or organizations, to reach a long-term goal that at least seventy (70) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle.

Provide continuing on-site transportation brokerage services over the life of the project for subarea employees, residents and visitors, to coordinate a phased program of reduced trip-making by single-occupant vehicle for both commute and non-commute travel.

POLICY 8: PARKING

Limit the total number of commuter parking spaces to an amount proportionate to the long-term goal that at least 70 (seventy) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle. The amount of commuter parking to be provided at each phase of additional development shall be determined based on specific modal split goals for the cumulative number of employees projected to be employed at the subarea by the end of each development phase. Modal split goals shall include progressive reduction at each phase of total employees driving in single-occupant vehicles, from the current (1985) 81 percent to no more than 30 percent at office buildout. The amount of office visitor parking shall be determined at each development phase. The

total of commute and visitor parking spaces for office uses shall not exceed 1 space per 500 square feet of net rentable floor area.

Allow 1.5 parking spaces per unit for residential uses. Parking for retail, and restaurant patrons and visitors shall be provided at no more than two spaces per 1,000 square feet of net rentable floor area, and shall be reviewed at each development phase, based on demonstrated and projected need for parking to accommodate trips from outside the subarea. The amount of parking to be provided for hotel use will be determined at the project approval phase based on projected need for such parking, and shall not exceed one space per guest room.

Develop parking facilities to adequately serve the uses in all commercial buildings, with preferential rideshare and short-term visitor/patron parking provided closest to building entrances, design commercial parking structure to blend visually with the hillside, and soften visual impact of parking facilities by landscaping terraced levels with trees and cascading shrubs.

POLICY 9: TRANSIT

Provide continuing shuttle service throughout the day between the subarea, downtown and other regional transportation terminals as a supplement to public transit service, with sufficiently short headways to encourage their use and reduce dependency on autos for both commute and non-commute transportation needs. Such shuttle service shall be evaluated every three years to determine if patronage and market are sufficient to support public transit service for both commute and non-commute needs at the same levels of service.

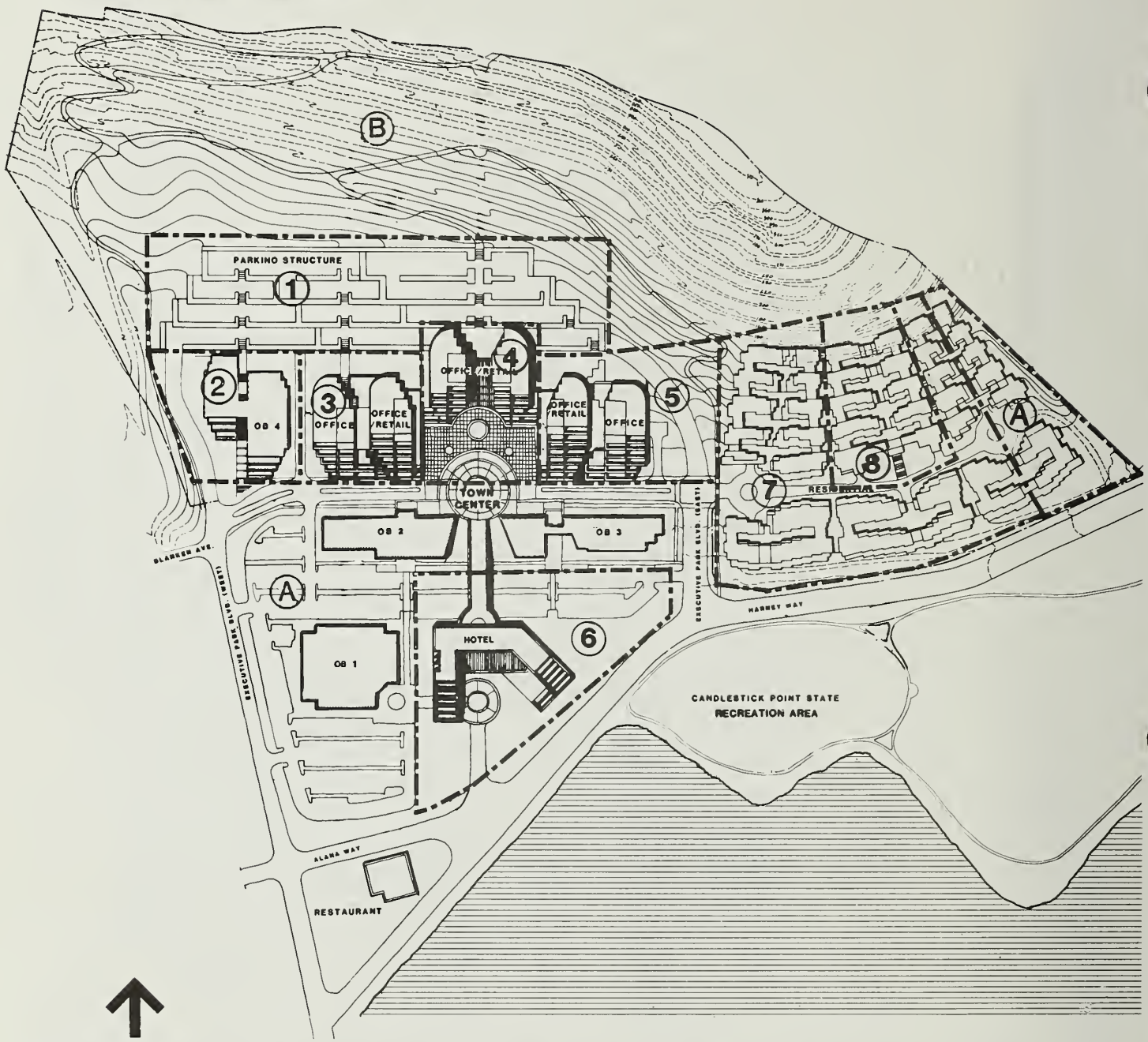
SAN FRANCISCO EXECUTIVE PARK
LAND USE PLAN
Map 2
RESIDENTIAL
HARNEY WAY
EXECUTIVE PARK BLVD. (EAST)
CANDLESTICK POINT STATE
RECREATION AREA
OFFICE
OFFICE/RETAIL
OB 3
OB 2
OB 1
OB 4
HOTEL
PARKING STRUCTURE
ALANA WAY
RESTAURANT
BLANKEN AVE.
EXECUTIVE PARK BLVD. (WEST)

SAN FRANCISCO EXECUTIVE PARK
AUTO ACCESS
Map 3
JAMESTOWN AVE. EXTENTION
JAMESTOWN AVE.
HARNEY WAY
EXECUTIVE PARK BLVD (EAST)
EXECUTIVE PARK BLVD (WEST)
ALANA AVE
BEATTY RD.
TUNNEL AVE.
SO. PACIFIC STATION
BAYSHORE BLVD
BLANKEN AVE.
BAYSHORE FREEWAY

SAN FRANCISCO EXECUTIVE PARK
AUTO EGRESS
Map 4
JAMESTOWN AVE. EXTENTION
JAMESTOWN AVE.
HARNEY WAY
EXECUTIVE PARK BLVD. (EAST)
EXECUTIVE PARK BLVD. (WEST)
BALANA AVE.
BAYSHORE FREEWAY
BLANKEN AVE.
BEATTY RD.
TUNNEL AVE.
SO. PACIFIC STATION
BAYSHORE BLVD.

Map 5

SAN FRANCISCO EXECUTIVE PARK
INTERNAL AUTO CIRCULATION



SAN FRANCISCO EXECUTIVE PARK : URBAN FORM PLAN

ZONE	HEIGHT	BULK
1	40*	X
2	100	G
3	140	H
4	200	I
5	165	I
6	80	X
7	60	X
8	60	X
A	40	X
B	OS	

BULK LIMITS

Symbol	Height Above Which Maximum Dimensions Apply	Maximum Building Length	Maximum Diagonal Dimension
G	80	170	200
H	100	170	200
I	150	170	200
X	Bulk Limits Not Applicable		

*40 ft. height of Parking Structure is measured from street level at Executive Park Blvd. North (el.36) and is approximately 40 ft above existing grade.

Map 6